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THE UNIVERSITY OF ALBERTA

REGIONALIZATION OF THE ADMINISTRATION OF PUBLIC EDUCATION IN CANADA

by

© ROBIN JAMES CHAPMAN

A THESIS

SUBMITTED TO THE FACULTY OF GRADUATE STUDIES AND RESEARCH
IN PARTIAL FULFILMENT OF THE REQUIREMENTS FOR THE DEGREE
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EDMONTON, ALBERTA

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UNIVERSITY OF ALBERTA

FACULTY OF GRADUATE STUDIES AND RESEARCH

The undersigned certify that they have read, and recommend to the Faculty of Graduate Studies and Research for acceptance, a thesis entitled REGIONALIZATION OF THE ADMINISTRATION OF PUBLIC EDUCATION IN CANADA, submitted by Robin James Chapman in partial fulfilment of the requirements for the degree of Doctor of Philosophy.

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ABSTRACT

The administration of public education in Canada has in recent years been developed on a regional basis. Rationales for the consequent restructuring of departments of education have referred to the need for regional cooperation and decentralization. Regional offices of education have been developed in most provinces to provide consultative services to school districts and to control and monitor public education on behalf of the provincial department of education. The regionalization of education, and particularly the establishment of regional offices of education are relatively new developments in Canadian education which could have a considerable impact upon pupils' classroom experiences and the functioning of departments of education. In the absence of any other guiding evidence, there exists a need for a study to determine the extent of regionalization of education, its various forms and some of the perceived benefits.

Three major research problems provided direction for this study.

1. To what extent has a regional approach been adopted in the administration of public education in the provinces and territories of Canada in 1973?

2. What are the major organizational and operational features of the regional offices of education where they exist in the various provinces of Canada?

3. Are there any commonalities which provide a basis for postulating a rationale for the regionalization of the administration of public education in Canada?

The research design of this study incorporated the use of interviews and questionnaires as techniques of data collection. Interviews were completed with a senior administrator in provincial departments of education and provincial teacher and school trustee organizations. The two questionnaires used were answered by an official who was usually responsible for field service administration in each provincial department of education. This study was primarily concerned therefore with mapping a profile of regionalism in education at the institutional level -- the level of the provincial departments of education.

The data established that regional offices of education, with a variety of organizational and operational features, exist in Alberta, Saskatchewan, Manitoba, Ontario, Quebec, New Brunswick, Nova Scotia, Newfoundland and the Northwest Territories. All units are basically an extension of the provincial department of education, act as an intermediary between local school districts and the departments, and are regional to the extent that they operate in an area smaller than the province. In all cases they are regarded by provincial departments of education as an integral part of the educational system. Seven developmental factors have been derived from an analysis of the stated rationales supporting the adoption of a regional approach to the administration of education in nine provinces and two territories.

Three organizational models which represent expressions of a regional form of administration are combined with these developmental factors as a basic rationale for regionalization of public education in Canada. Comparisons between provinces indicate that there is a hierarchy of regionalization using as a basis the degree to which responsibility for the administration of particular educational functions has been delegated to regional units. Recommendations are noted for provincial governments, departments of education, and teacher and trustee organizations.

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A research project which extends to every province and territory in Canada involves the cooperation of many people. This thesis could not have been completed unless senior administrators in the provincial departments of education, teacher and school trustee organizations were prepared to give generously of their time and provide abundant data. Particular recognition is due to those who may have been delegated the task of completing two lengthy questionnaires. To mention by name the following people is meagre recognition of the assistance they provided.

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Chapter 1

INTRODUCTION

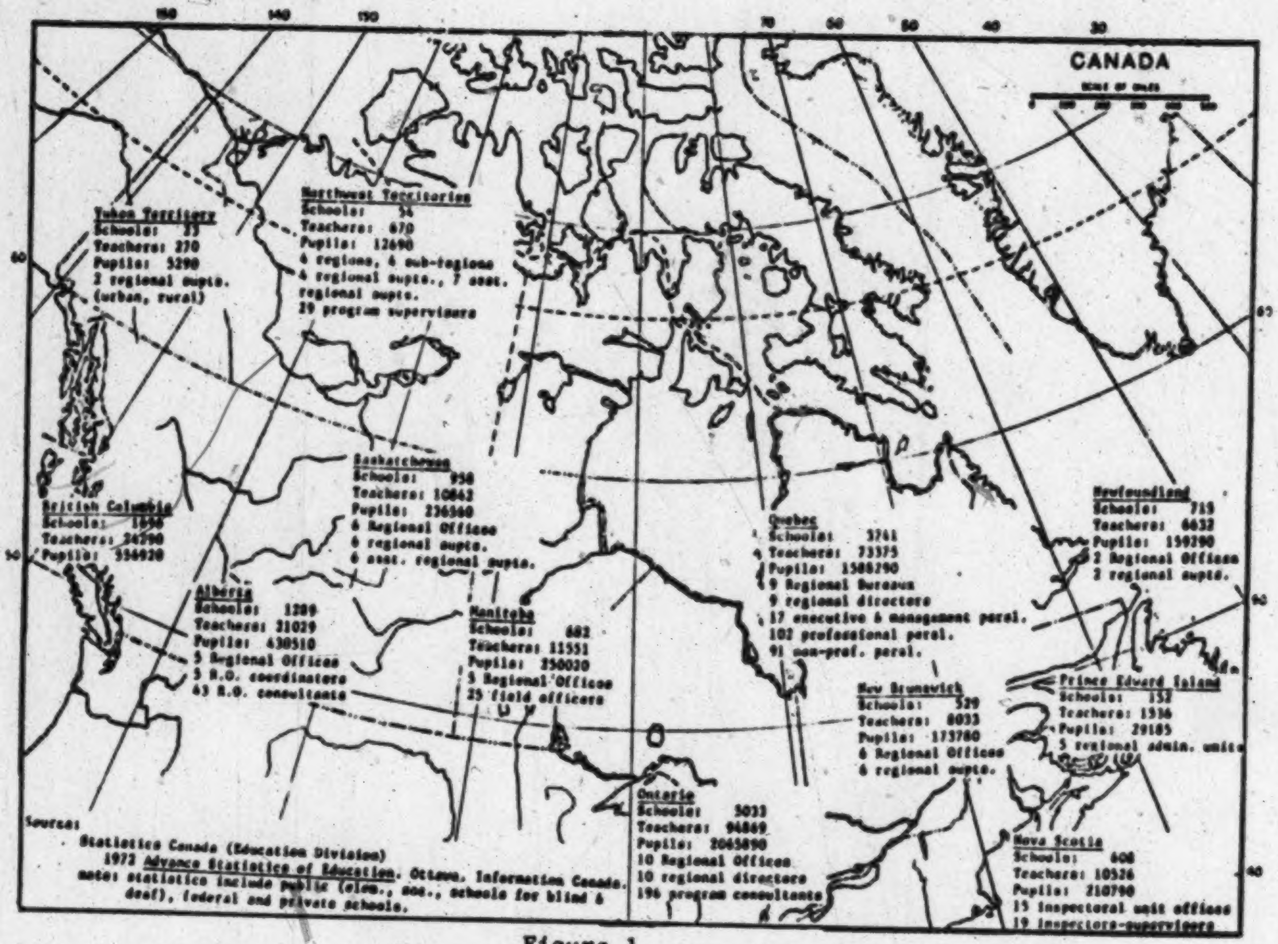
The purpose of this study was to examine and describe the extent of regionalization of administration of public education in Canada. In the various provinces and territories, this regionalization is expressed in diverse forms, and Figure 1 provides a summary of the most recent developments. Regional offices of education have been developed in most provinces to provide consultative services to school districts and to control and monitor public education on behalf of the provincial department of education.

Stephens (1972) has used the term "profile" to describe regional agencies, and from his taxonomy various components have been employed in this study. In describing regional agencies these components refer to their extent, patterns of governance, objectives and functions, financing, staffing, physical facilities, inter-agency relations, legislative structure and assessment.

THE STUDY

Importance of the Study

The restructuring of provincial and territorial departments of education to accommodate a regional approach to administration is a comparatively recent development. Rationales for these changes consistently refer to the need for regional cooperation and decentralization.



CANADA
SCALE OF MILES
150
140
130
70
60
50
40
30
Yukon Territory
Schools: 23
Teachers: 270
Pupils: 5290
2 regional supts.
(urban, rural)
Northwest Territories
Schools: 54
Teachers: 670
Pupils: 12690
6 regions, 6 sub-regions
6 regional supts., 7 asst.
regional supts.
29 program supervisors
British Columbia
Schools: 1650
Teachers: 24290
Pupils: 556920
Alberta
Schools: 1289
Teachers: 21029
Pupils: 430510
5 Regional Offices
5 R.O. coordinators
63 R.O. consultants
Saskatchewan
Schools: 950
Teachers: 10862
Pupils: 236360
6 Regional Offices
6 regional supts.
6 asst. regional supts.
Manitoba
Schools: 682
Teachers: 11551
Pupils: 250020
5 Regional Offices
25 field officers
Ontario
Schools: 5033
Teachers: 94869
Pupils: 2065890
10 Regional Offices
10 regional directors
196 program consultants
Quebec
Schools: 3741
Teachers: 73375
Pupils: 1588290
9 Regional Bureaux
9 regional directors
17 executive & management persl.
102 professional persl.
91 non-prof. persl.
New Brunswick
Schools: 529
Teachers: 8033
Pupils: 173780
6 Regional Offices
6 regional supts.
Newfoundland
Schools: 713
Teachers: 6632
Pupils: 159290
2 Regional Offices
2 regional supts.
Prince Edward Island
Schools: 152
Teachers: 1336
Pupils: 29185
5 regional admin. units
Nova Scotia
Schools: 608
Teachers: 10526
Pupils: 210790
15 inspectoral unit offices
19 inspectors-supervisors

Source:
Statistics Canada (Education Division)
1972 *Advance Statistics of Education*. Ottawa. Information Canada.
note: statistics include public (elem., sec., schools for blind & deaf), federal and private schools.

Figure 1

Regionalization of Public Education, Canada, 1973

Regional cooperation. Emerging trends in society, and particularly in education, have fostered various forms of regional cooperation. Increasing urbanization has led to the development of high density central city areas surrounded by suburbs, with high concentrations of schools, teachers and pupils. At the same time the financial resources of small rural school districts have been depleted. The question has been raised, how do school systems cope with the consequent increased demand for educational services? In addition, changes in educational philosophy have created demands for innovative programs and extra-curricular activities. Such factors as these have underlined the limited capabilities of small school districts and pointed to the need for a broader base of regional cooperation to make more effective use of financial and human resources. Stephens (1967a:16) noted the existence of some of these factors in the U.S.A. and emphasized the importance of a study of new educational agencies:

> Reorganization of local districts not withstanding, many school districts remain too small and inefficient to provide quality programs. Education has become extremely complex, and as its scope has broadened, many additional services have been demanded of it. Relatively few local districts are able to provide all essential services and programs. Increasing educational demands seem to cry out for a new kind of agency, or perhaps a changed role for an existing agency, the intermediate unit.

Frequent reference is made to middle echelon or intermediate units. At this stage they may be simply defined (Campbell and others, 1970:116) as: ". . . the office or agency in an intermediate position between the state department of education and local school districts."

Decentralization. Some observers claim that demands for greater participation and identification in administration are an expression of the social and political unrest which has characterized recent years. The following comment (Goldhammer, 1967:237) is an illustration:

> . . . our *society is in a rebellion against paternalism.* This is manifested in all segments of society and takes in various forms and colorations. The growing student unrest, the augmenting taxpayer's revolt, the new militancy of teachers . . . all are symptomatic of the fact that people are not happy to be subordinated to the will of others.

As a means of meeting some of these demands, "decentralization" has become popular and has virtually created a "bandwagon" for politicians. The creation of an intermediate agency between the provincial department of education and local school districts has been necessitated by the inability of small school districts in particular to meet emerging needs and the importance attached to delegating functions in policies of decentralization. Most Canadian provinces responded to this need in the period 1965-1973 by decentralizing some of the functions of the department of education to regional offices of education.

Contradictions and confusion. The associated literature refers to contradictions and confusion in the philosophical and theoretical framework of educational agencies operating at an intermediate level between the state and local levels in the U.S.A. For example, Campbell and others (1970:123-125) refer to "the general confusion regarding the function of the intermediate unit." The three alternatives they suggest to the intermediate unit (school district consolidation, inter-district cooperation, and establishment of regional offices of the state department of education) are already incorporated into currently operating units. Nault (1970:29) too has stated:

> The role and function of the modern state regional office has not yet been clearly conceptualized and defined, even by those state school systems provided with a R.O. [Regional Office] network.

Nowhere is the confusion and contradiction more obvious than in the delegation of both regulatory and service functions. In view of the developments in the Canadian provinces which have established regional offices, clarification of this situation is important. If some type of intermediate unit such as the regional office of education is necessary, consideration should be given to its current status and structure if its proclaimed potential is to be utilized in improving Canadian public education.

Regulatory and consultative functions. Part of the confusion surrounding the establishment of some intermediate units, and particularly the regional office, arises out of the suggested need for it to perform some of its traditional functions as "an arm of the state." The regulatory function ascribed to some regional offices appears to be in conflict with the consultative function. Investigation of the need for regulatory functions will clarify why they are performed by an educational agency which many writers regard as essentially service oriented.

The regionalization of education is a relatively new development in Canadian education which can have a considerable impact upon pupils' classroom experiences and the functioning of departments of education. In view of the limited research evidence, there existed a need for a study to determine the extent of regionalization of education, its various forms and some of the perceived benefits.

Purpose of the Study

Three general purposes arose from this introductory statement of the importance of the study. They provided direction and points of focus for the study and are stated here as problems and sub-problems.

Problems. 1. To what extent had a regional approach been adopted in the administration of public education in the provinces and territories of Canada by 1973?

2. What were the major organizational and operational features of the provincial regional offices of education?

3. What commonalities provide a basis for postulating a rationale for regionalization of administration of public education in Canada?

Sub-problems. Arising from Problem 2, various sub-problems provided the basis for the development of a profile of regional agencies. Profile components are defined in a subsequent section.

1. Extent. To what extent had regional offices of education been developed by 1973?

2. Governance. How were regional offices of education controlled by the provincial department of education?

3. Objectives and functions. What are the objectives and functions of regional offices of education?

4. Finance. How are regional offices of education financed?

5. Staffing. What are the characteristics of staffing in regional offices of education?

6. Physical facilities. What physical facilities are used by regional offices of education?

7. Inter-Agency Relations. To what extent are regional offices of education involved with other governmental and private agencies?

8. Legislative structure. What are the characteristics of the legislation which has established regional offices of education?

9. Assessment. a. What problems are perceived to be encountered in the operation of regional offices of education?

b. What benefits are perceived to be derived from the operation of regional offices of education?

c. What plans and predictions exist for future development of regional offices of education?

Definitions

Several basic terms have been defined in the interview schedules and questionnaires used in this study and the literature review. They are restated here for clarity.

> decentralization. This term has two dimensions; a political dimension indicates the extent of potential decentralization of the political responsibility for education, and an administrative dimension has various sub-dimensions which reflect the multiplicity of functions performed by educational systems.

regionalization. This term is used synonymously with regionalism to describe the use of a territorial unit smaller than the province as a basis for the administration of education.

regional office of education. A regional unit, smaller than the province, which exists primarily to provide consultative services and to exercise regulatory and inspectoral functions over local administrative units.

profile components. The taxonomy used to describe regional offices of education consisted of the following components.

1. Extent: a broad category used to describe numbers of regional offices, reasons for their establishment, numbers of personnel, the types of programs and services provided and the number of clients served.
2. Governance: refers to the organizational arrangements for the control of regional offices by provincial departments of education.
3. Objectives and functions: describe the ultimate goals of regional offices and the processes used to achieve them.
4. Finance: this component briefly states the amount of money allocated by departments of education to regional offices.
5. Staffing: describes the academic qualifications of regional office personnel, their allowances and benefits, and the nature of their involvement with tertiary institutions and professional organizations.

6. Physical facilities: includes an assessment of the adequacy of the physical facilities in regional offices.

7. Inter-agency relations: the extent to which relationships have been established by regional offices with other governmental and private agencies.

8. Legislative structure: this component attempts to establish if there is specific legislation in each province controlling the administration of regional offices and the degree of flexibility it provides.

9. Assessment: a comprehensive category directed at an assessment of regional offices in terms of perceived success in decentralizing services, their problems and benefits.

functions. Some of the functions that have been ascribed to regional offices are defined as follows:

administrative function: the regional office acts as a "branch office" for the department of education in disseminating and collecting information and in performing basic clerical tasks.

developmental function: the provision of programs directed primarily at the development of school personnel by means of workshops, seminars and regional conferences.

inter-agency cooperation function: shared use of resources and formulation of policies for the region in cooperation with other government and non-government agencies.

monitoring function: the regional office acts as "the eyes and ears" of the department in keeping it informed about educational developments in various regions of the province.

regulatory-evaluatory function: ensuring that school programs, teaching and school administration meet required regulations and expectations.

service function: specialized services which can be provided more efficiently, effectively and economically than can be accomplished by individual school districts.

Regional cooperative: a regional educational cooperative is not mandated by legislation and attempts to coordinate the resources of constituent school districts to provide educational services. As a voluntary agency it claims to protect the autonomy of school districts while providing the benefits of a complex agency.

Chapter 2

REVIEW OF RELATED LITERATURE

This chapter provides a review of literature concerned specifically with the decentralization of education in intermediate educational units. A more comprehensive listing of sources is provided in the bibliography of this research study.

An introductory section attempts to expose some of the difficulties in clarifying the concepts of decentralization and regionalism. Reference is then made to features of intermediate units in Canada and the United States, followed by a listing of various definitions and structural forms of educational control. Subsequent sections focus on the need for intermediate units, their objectives and functions, problems encountered, their benefits and predictions for future development.

TWO KEY TERMS

Decentralization

The increasing popular use of "decentralization" highlights the misuse of what appears to be a simple term. A recent proposal (Chapman, 1973) attempts to clarify the centralization-decentralization debate and suggests that the two terms are so global and ill-defined that they have ceased to convey any consistent meaning.

Conceptual difficulties. A doctrinal approach (Fesler, 1965) to decentralization illustrates how it is regarded as a means to the achievement of a number of end values, but by close association with certain of these values it appears to have been transformed into a value in its own right. Throughout this approach, there is a tendency to link, then merge decentralization and democracy. Fesler also considers three methodological problems in moving discussions of decentralization from generalities to a degree of precision. In the first place a linguistic problem arises because our language dichotomizes "centralization" and "decentralization," which easily converts to a polarization and antithesis. There are also problems of measurement, and difficulties in differentiating degrees of decentralization at a given time. Much of the literature fails to specify the context of the decentralization being considered. Considerations of the size of educational systems also make comparisons difficult.

Different approaches. In the study of specific organizations structural analysts have referred to centralization (Blau and Schoenherr, 1971; Hage and Aiken, 1967; Meyer, 1968; Pugh, 1968, 1969). Another type of approach (Hanson, 1972) attempts to use a wider systems perspective. Walker (1972) recognizes that the concept of centralization - decentralization is more than unidimensional. From Walker's (1972) idea, Chapman (1973) has proposed that a political dimension indicates the extent of potential decentralization of political responsibility for education.

An administrative dimension has various sub-dimensions which reflect the multiplicity of functions performed by educational systems.

Regionalism

In 1966 Dehem (1966:158) stated.

> Regional policy has become, in recent years, an emotionally charged concept. It has mobilized much good feeling and has been imposed upon governments as an urgent task to be performed. Unfortunately, the good feelings and intentions have, and as is often the case, preceded good reasoning and, consequently, good practice.

Since this comment was made, limited progress appears to have been made in refining regionalism as a concept in educational planning. The related literature that has been reviewed tends to equate regionalism with decentralization, there is often no definition of regional boundaries and there is an emphasis on the activities of agencies such as regional educational co-operatives.

Definitions. The following statement (Canadian Council on Rural Development, 1968:36) has been accepted as an appropriate definition for this study:

> We regard a region as a territorial unit, which occupies an intermediate position between the local and [provincial] levels, comprises a network of socio-economic activities focussed around a centre and which is capable of self-development.

In the United States, some regional units are organized on a single county basis, others cross over and frequently include several counties, while the "regions" used in most regional office systems in Canada consist of administrative zones of the department of education embracing several school districts.

Rationale. Egner (1970) and Kohl and Achilles (1970) indicate that the use of a regional basis for planning and policy decisions in education, as well as in other fields, has been brought about by the inadequacies of the traditional school unit of administration, and the increasing demands for services from schools which have generated new concepts in organization. The following concerns have been expressed by Egner (1970):

> In education, as well as other fields, regionalism is necessary to obtain efficiency of the operation and organization, to achieve equality of educational opportunities, to accomplish equity in financing and to generally improve the effectiveness of the educational program.

A similar position has been adopted by Zukowsky (1970) in emphasizing the contribution of regionalism:

> Regionalism is no panacea for reducing the burden of providing quality education nor diminishing the role of the Education Department, but it can help equalize that burden and promote more effective local contributions in both money and efficient management by enhancing the capacity of local districts to perceive the extent of the problems themselves.

INTERMEDIATE OR MIDDLE ECHELON UNITS IN CANADA AND THE UNITED STATES

Most of the literature on intermediate units and regionalism in education emanates from the U.S.A. While extensive reference to the United States situation can be criticized, there is a legitimate basis for comparison with developments in Canada. In Canada the development of middle-echelon units has typically involved the establishment of regional offices as extensions of the provincial department of education. This form has rarely been established in the U.S.A., with the exception of small, predominantly rural states such as New Jersey. However, intermediate units in both countries have common characteristics -- they are part of the state system, they are generally service-oriented with provision for regulatory functions, and are becoming increasingly organized on a regional basis. A potential area of debate on the Canadian unit is the extent to which it represents a distinct middle echelon, as opposed to an extension of the provincial department of education.

An historical summary of the evolution of the intermediate unit in the U.S.A. mentions the following features (Campbell and others, 1970:120):

> 1. There has been a growing recognition of education as a state function and the need for a workable number of intermediate offices to facilitate communication between the state and a great number of local school districts.
>
> 2. In the early stages the intermediate unit was seen essentially as an extension of the arm of the state department of education.
>
> 3. Over the years, there has been a gradual transfer of the functions of the intermediate office from a lay board to a professional or semi-professional officer.
>
> 4. Progress toward making the intermediate office more than a perfunctory one has been slow, for people resisted any encroachments upon their exercise of control of education at the local district level.
>
> 5. In recent years, the intermediate unit has come to be viewed by many people as an agency to provide to small local school districts services which they cannot ordinarily provide for themselves.

STRUCTURES FOR EDUCATION

The criticism that the present pattern of school governance is obsolete is discussed by Goldhammer (1968:96). Critics have pointed out that the present system may have been appropriate in a time when most people lived in rural communities and communication was slow. Although local school districts are unlikely to be abolished altogether, Goldhammer suggests that "one objective should be to acquire a better balance between central and local control." Five generalized models are illustrated in Figure 2, and a detailed analysis of each is to be found in the original text (Goldhammer, 1968:97-114).

Hughes (1971) has considered similar pressures being exerted on school systems, and notes that until recently the predominantly used solution has been consolidation. However, the intermediate unit and/or educational cooperative is seen as a superior solution. The *Interpretive Study of Educational Cooperatives* (Hughes, 1971) is an analysis and synthesis of formal cooperative activities in education, including intermediate educational service agencies, voluntary education cooperatives, school study or development councils, and school-industry cooperatives.

DEFINITIONS

The intermediate unit is usually defined as some type of educational unit operating between local school districts and the

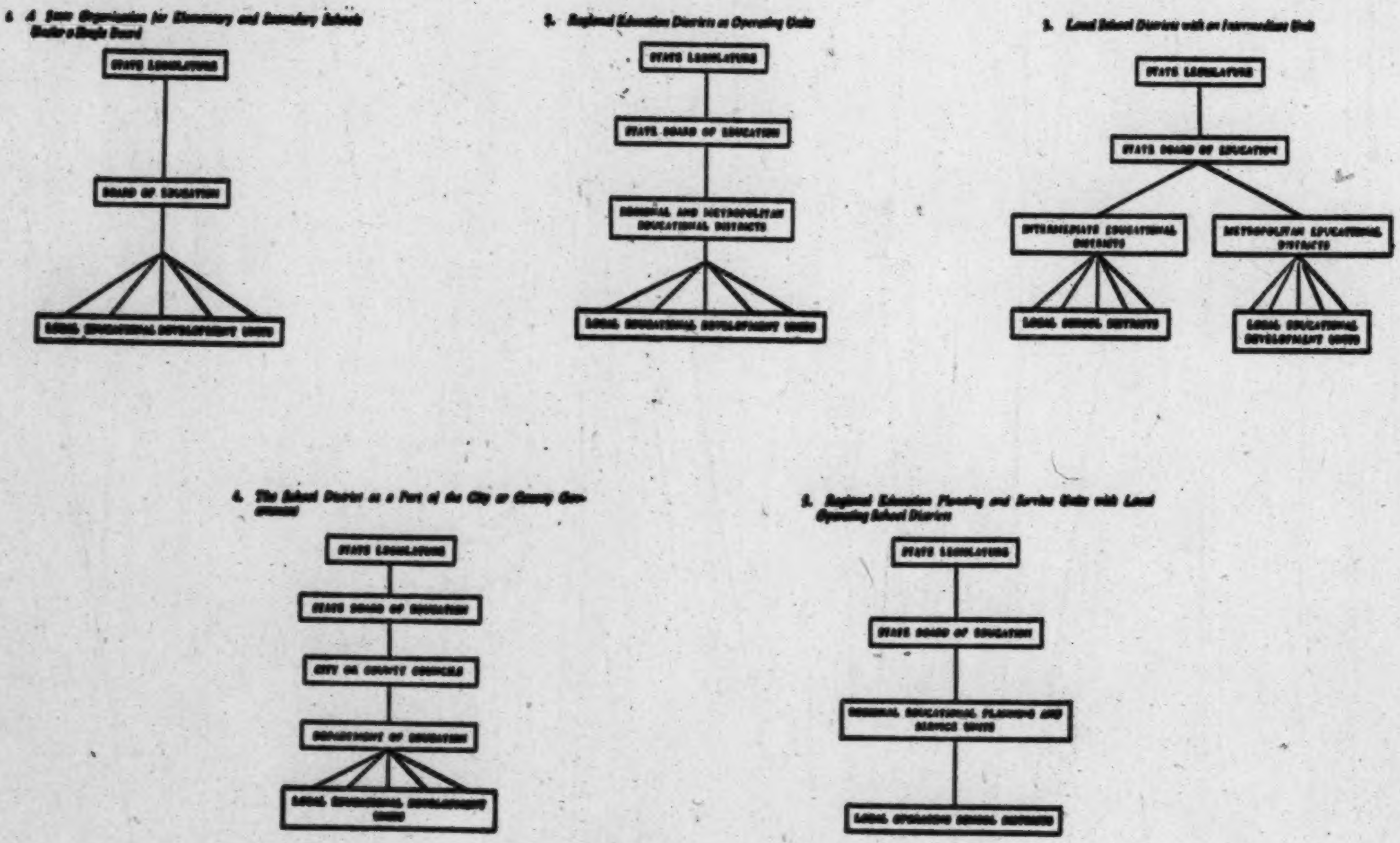

1. A State Organization for Elementary and Secondary Schools Under a Single Board
STATE LEGISLATURE
BOARD OF EDUCATION
LOCAL EDUCATIONAL DEVELOPMENT UNITS
2. Regional Education Districts as Operating Units
STATE LEGISLATURE
STATE BOARD OF EDUCATION
REGIONAL AND METROPOLITAN EDUCATIONAL DISTRICTS
LOCAL EDUCATIONAL DEVELOPMENT UNITS
3. Local School Districts with an Intermediate Unit
STATE LEGISLATURE
STATE BOARD OF EDUCATION
INTERMEDIATE EDUCATIONAL DISTRICTS
METROPOLITAN EDUCATIONAL DISTRICTS
LOCAL SCHOOL DISTRICTS
LOCAL EDUCATIONAL DEVELOPMENT UNITS
4. The School District as a Part of the City or County Government
STATE LEGISLATURE
STATE BOARD OF EDUCATION
CITY OR COUNTY COUNCILS
DEPARTMENT OF EDUCATION
LOCAL EDUCATIONAL DEVELOPMENT UNITS
5. Regional Education Planning and Service Units with Local Operating School Districts
STATE LEGISLATURE
STATE BOARD OF EDUCATION
REGIONAL EDUCATIONAL PLANNING AND SERVICE UNITS
LOCAL OPERATING SCHOOL DISTRICTS

Figure 2

Goldhammer's Models for the Possible Modification of the Governmental Structure of Education state department of education. Brewin (1968) suggests eight basic principles for a working definition. Intermediate educational units:

> 1. provide assistance and sensitive leadership to local school districts without interference in local administration of those districts.
>
> 2. aid each district to develop the highest possible degree of independence through suggested refinements of their local organization and operation.
>
> 3. assist districts to develop optimum cooperation.
>
> 4. act as a liaison agent between local school districts and the department of education.
>
> 5. cooperate with the department of education in promoting maximum cooperation among all intermediate units.
>
> 6. seek to improve the working relationships of the combined districts with other organizations and agencies serving the children and youth in its area.
>
> 7. keep abreast of and initiate leadership in educational changes.
>
> 8. work cooperatively with districts and other agencies to reinforce the public concept of democratic procedures.

Definitions used in the literature vary in the perceived emphasis given to particular functions, as illustrated by these approaches.

> Consultative, regulatory, and inspectoral functions.
>
> A unit smaller than the state which exists primarily to provide consultative, advisory, or statistical services to local basic administrative units or to exercise certain regulatory and inspectoral functions over local basic administrative units. (U.S. Office of Education, 1953:2)
>
> Consultative functions.
>
> The intermediate unit is that echelon of a three-echelon state education system (school district, intermediate unit, and state education department), which provides consultative, advisory or education program services to school districts . . . . The intermediate unit provides ancillary services necessary to improve the state system of education.
> (Pennsylvania State Department of Education, 1970)

Regional service functions.

> The term regional educational service agency or (RESA) will be employed here in reference to this emerging type of educational unit in that the term more adequately describes three fundamental concepts characterizing the units: namely, they are regional in geographic area, frequently extending beyond the political boundaries of a single county; the units are essentially organizations with a posture of service to constituent local school districts rather than agencies designed primarily to perform administrative and regulatory functions for the state education agency; and the agencies are legally constituted components of the state school system.
> (Stephens, 1972:33)

An intermediate unit, a state agency, a service center, and a regional-based agency.

> The state regional education office . . . is simultaneously:
>
> - an intermediate unit, in the sense that it is specifically established and designed to function between the state department and the local administrative unit, serving both agencies;
>
> - a state agency, in the sense that it is an extension of the S.D.E. [State Department of Education] and that it must perform regulatory functions as an arm of the state;
>
> - a service center, in the sense that its main orientation and purpose should be chiefly for the provision of services to local administrative units.
>
> - a regional based agency, in the sense that the officials in charge are encouraged to adapt programs and services to more nearly meet the specific needs of the broad-based socio-economic community they serve and to involve their various clienteles in these program adaptations.
> (Nault, 1970:10)

NEED FOR INTERMEDIATE EDUCATIONAL UNITS

Differences of opinion occur in the literature on the need for intermediate units. The major considerations are noted below.

Inadequacies of Small School Districts

Goldhammer (1968:73) notes that educational programs have been improved, schools have increased in size, and many small districts have disappeared because they are no longer viable:

> However, the evidence indicates that there are still many rural areas in which the provisions for education are notoriously inadequate in terms of modern needs, and (only recently recognized) many town, urban and suburban school systems that are failing to provide adequate programs of education for substantial numbers of children and adults.

In an Iowa study (Stephens, 1967c:7) major needs in the provision of elementary and secondary education were related to limitations in local school districts emanating from inadequate enrolments. Eighty percent of the districts had a total enrolment of less than 1500 students, which had repercussions on the feasibility of producing comprehensive programs. Reorganization reduced the number of local school districts in Texas, but in 1967 less than ten percent of the districts were large enough to offer essential services (Brockette, 1967:163). Morphet (1971:21) provides several criteria for the size of regional service agencies:

> Regional service agencies should be large enough to provide basic services on a more economical and more effective level than local districts alone can provide them. They should be small enough that travel from the fartherest part of the region to the regional headquarters does not require more than one hour, with exceptions allowed for regions having unusual population sparsity and/or geographic conditions. Many shared services can be provided economically for pupil populations ranging from 50,000 to 100,000, but some services such as electronic data processing and educational television will require a much greater population for economical operations and quality services. The system should provide for grouping of regions for the provision of certain services.

Coffin (1968:26) believes that the administrative framework of education tends to reflect the assumptions and constraints of a bygone era, and concludes that "the administrative support system has not been realigned in keeping with the requirements of emerging curricular and operational patterns." Because reorganization of school district boundaries has been unable to provide total enrolments sufficient to justify the highly specialized services required in education, Isenberg (1971:62) sees the regional service agency as the most viable approach:

> What confronts those state school systems made up largely of small districts, then, is finding an economical and effective way to provide various types of specialized service . . . . Of the several approaches attempted by states or local areas up to this time, the regional service agency is by far the most viable when value is placed on maximizing of local control as on program quality.

Elimination or Reconception

Campbell and others (1970:135) pessimistically suggest that "the intermediate unit is not performing a vital role in American education and that it should either be eliminated or reconceived."

Local District Autonomy

Concern about the perpetuation of intermediate services is expressed by Isenberg (1966a:7). Intermediate unit services should not be used as a substitute in school districts which otherwise require reorganization, nor should they be continued when school districts become capable of providing their own local services. A different approach (Goldhammer, 1968:73) questions the legitimacy of this concern about local control:

> The cherished concept of local responsibility and control of education is already seriously challenged in some quarters, partly because it has been more of a myth than a reality in many communities. As one indication of the challenge facing education, one might well consider the fact that there are

> those who seriously advocate the transfer of many aspects of the education program from educational institutions to other agencies not of an educational nature.

Limitations and Needs of State Departments of Education

Discussion of the need of intermediate units often overlooks the inadequacies and new leadership role of state departments of education. Referring to several issues, Nault (1970:19-26) mentions (a) the questionning of the effectiveness of state agencies, (b) the need for more forceful leadership, (c) a broader service role, (d) the need for long range and comprehensive planning, and (e) the existence of regional disparities.

OBJECTIVES AND FUNCTIONS OF INTERMEDIATE UNITS

Early Functions

Knezevich (1962:153) notes that the functions of the intermediate unit in its early development were essentially administrative, statistical and supervisory. Acting as "an arm of the state," it was created at a time when public education was limited to elementary education, and when most schools were of the one-teacher variety.

Service Function

Since the initial emphasis on control and regulation, the functions of the intermediate unit have undergone a change (Hooker, 1970:57):

> That change is a transition from the regulatory function to the service function of intermediate units . . . . The service function has reshaped the intermediate unit. The states that have not shifted to this idea have seen the intermediate unit drop out of a significant place in the education structure in their state.

Morphet (1971:21) relates the service function to the commitment held by state education departments for the intermediate unit:

> There is strong agreement . . . that the primary orientation of the regional agency should be toward service rather than toward regulation. There seems to be no reason why branch offices cannot be made to be service oriented with little or no regulatory responsibilities if there is a strong commitment on the part of the state department of education to do so. But there is the strong possibility that regulatory functions will creep into responsibilities of branch offices more readily than into locally controlled service agencies.

In a recent study (Teter, 1972) of the perceptions of school superintendents towards the planning services which may be provided by an intermediate service unit, one recommendation emphasized the need to "maintain the status of a service-oriented, non-regulatory intermediate unit." A similar study in Iowa (Yonke, 1970) found that "the area of provision of consultative services was substantially agreed upon as being an intricate facet of the role and function of the conceptualized regional educational service agency." An earlier statement noted that some of the apparent confusion surrounding the functions of the regional office of education is the result of the expectation for it to perform regulatory functions. Nault (1970:14) believes that:

> To stress the service function of the modern R.O. [Regional Office] as its primary raison d'être is not to deny the need for it to perform some regulatory functions as an arm of the state education authority. By its very nature, the S.D.E. [State Department of Education] must perform regulatory functions and these are crucial in the administration of the state education system. However, such functions should be secondary in the R.O.'s mandate and should not be allowed to dominate the service role.

However, for Isenberg (1971:68) there is an incompatibility:

> . . . throughout most of their history they have exercised supervisory, regulatory and reporting functions . . . . The evolution of the intermediate unit as a regional service agency during the past 20 years has raised many questions about this role, however. Some people feel strongly that regulatory authority is not compatible with a service concept.

Morphet (1971:20) has reviewed the advantages and disadvantages of various approaches to intermediate units and notes that in Washington the regional service agencies have been delegated a considerable number of regulatory functions:

> These regulatory responsibilities make it difficult, if not impossible for the regional agencies to perform and gain acceptance as service agencies.

Emerging Functions

In a study of regionalism in education, Stephens (1972) visited several "exemplary" regional educational service agencies and found that programs and services were characterized by (a) a high degree of specialization of staff or facility requirements, (b) requisite technology, and (c) a high cost factor or low pupil incidence. Examples of programs and services (Stephens, 1972:37) included:

> . . . specialized instructional programs and services, special education programs and services, staff development activities, subject matter consultant services and curriculum development activities and research and development programs and services.

PROBLEMS ENCOUNTERED BY INTERMEDIATE UNITS

A major problem encountered by intermediate units appears to have arisen because of their position between the state agency and local districts. Campbell and others (1970:123) suggest that the unit is on trial:

> Possibly the intermediate unit of school administration has always been on trial. It may be that any unit which attempts to find a place between the legally fixed responsibility for education at the state level and the jealously guarded operation of schools at the local district level is inevitably in trouble.

Morphet (1967:286) indicates that concern for preservation of local control has led to some opposition to the establishment of intermediate units, with officials of larger school districts frequently expressing the view that they do not need the services that are provided. A frequent criticism of administrative reorganization in education is that changes have been considered in isolation from the total system. Isenberg (1966:3-5) calls for an analysis of the characteristics and functions of the intermediate unit in relation to the state system -- "We must begin thinking, and with more clarity than we have in the past, in a state system way." As part of a three-echelon state system of schools, the intermediate unit involves a delicate balance of relationships, so that "when we tinker substantially with any segment of it, the other levels are affected." One comment pertinent to the regulatory-service function debate of intermediate units is made by Babcock (1965:5) in stating that "we downgrade the office when we let it become submerged in routine and details which might better be handled at the district level or abandoned entirely." A perceptive analysis of the problems encountered by Regional Offices is presented by Nault (1970:65-79). Conceptual problems arise because the allocation of functions to the regional office calls for a total re-examination of roles, functions and responsibilities in the system, vague terminology is used, and regional administration inevitably cuts across established jurisdictional boundaries. Operational problems focus on the insufficient delegation of authority, role ambiguities and excessive expectations. Finally, jurisdictional problems revolve around existing administrative and legal requirements. Nault (1970:78) states:

> The myth that the state education chief executive must stand responsible for every decision, perhaps more than any other single factor, is deterring state administration from utilizing the policy and decision making process in a creative manner to accommodate for regional differences and regional administration.

BENEFITS RESULTING FROM INTERMEDIATE UNITS

The literature refers almost entirely to situations in the U.S.A., but with increasing interest in regionalism in Canada, reliance on the proclaimed benefits of intermediate units perceived by systems in another country is considered to be inappropriate. Nault (1970:60) refers to the difficulty in stating distinct benefits of intermediate units in Canada because of their short period of operation. From a comprehensive study of the multi-county regional educational service agency in Iowa (Stephens, 1967c:36-39), some major benefits have been listed. As an intermediate agency, it:

1. Protects and promotes local control and determination in public education;

2. Equalizes and extends educational opportunities;

3. Assures efficient and economical operation of many educational programs;

4. Improves the quality of many educational programs;

5. Provides a needed change agent in education;

6. Promotes the restructuring of school government consistent with developments in the public and private sectors;

7. Improves coordination of local, regional and state-wide educational planning.

FUTURE OF INTERMEDIATE UNITS

To discuss the future of the intermediate unit, is as Emerson (1965:19) suggests, mere speculation, but with some provinces already involved in a restructuring of their educational systems, assessment of the future role for intermediate units in Canada cannot be based on evidence largely derived from the situation in the U.S.A. Some writers have seen the intermediate unit as particularly appropriate in a rural setting. In Alberta, the attempt to equalize services between rural and urban areas has received high priority. Campbell and others (1970:138) call for more cooperation and integrated planning in solving urban-rural educational problems. Isenberg (1966:26-27) some time ago felt that the traditional intermediate unit had to be restructured, revitalized and expanded if it were to perform worthwhile functions. Emerson believes (1965:19) that the intermediate unit has a healthy future, although a "major transfusion" is needed. Morphet (1971:23-24) refers to the developing cooperation with other service agencies and the need for coterminous boundaries:

> In many states regional agencies are being formed to serve purposes other than education. This regionalization is receiving strong support from the federal and state governments. The logic that supports the establishment of various kinds of regional service agencies with their emphasis upon cooperation and shared services also supports the desirability of cooperation among service agencies. Sharing of electronic data processing and in the collection of statistical information about regional population characteristics seem to be among the initial areas in which inter-regional and inter-agency cooperation might prove profitable. For this reason, it would be desirable that the

> boundaries of regional education service agencies be made coterminous with the boundaries of other types of regional service agencies.

Stephens' study (1972:39-40) of exemplary units revealed eight areas in which extensive relationships with other governmental subdivisions had been developed.

1. joint employment of personnel.
2. joint use of facilities.
3. active participation in regional planning commissions.
4. administration of cooperative purchasing programs.
5. administration of central data processing facility centers.
6. administration of staff development programs.
7. administration of regional programs and services for minority groups and the disadvantaged.
8. acting as the liaison agent between the educational units and area wide health, welfare and civic groups in both public and private sectors.

Similar trends have been observed by Isenberg (1971:69). He suggests that for the emerging regional agency, (a) geographic areas and population bases will be larger, (b) there will be an attempt to involve the larger cities, (c) service programs will achieve a higher order of sophistication and quality, (d) closer relationships will develop with non-educational institutions, and (e) agencies will operate with more flexibility and variability than ever before. Isenberg's (1966) earlier call for restructuring, revitalization and expansion of the intermediate educational unit appears to have been answered in view of his most recent (1971:69) prediction.

The demonstrated effectiveness of the approach to complex service needs, actions resulting from studies already complete with recommendations, and the adoption of the concept by states desperately seeking a working delivery system for educational programs will assure the strengthening of existing agencies and the creation of new ones.

Chapter 3

RESEARCH METHODOLOGY

The research procedures used in this study are outlined in Chapter 3. Prior to this, reference is made to the type of research design employed, and some considerations concerning the use of interviews and questionnaires are briefly noted. The first section of the methodology describes the selection of the population and the justification for the particular approach adopted. Procedures used in the development of the research instruments are then outlined, followed by the stages in collecting data and the method of data analysis. A final section itemizes some of the delimitations, limitations and assumptions inherent in the study.

RESEARCH DESIGN

In classifying various types of research design, the common problem of usage of accepted terminology occurs. This study is what Kerlinger (1967:393) regards as survey research:

> Survey research is that branch of social scientific investigation that studies large and small populations (or universes) by selecting and studying samples chosen from the population to discover the relative incidence, distribution, and interrelations of sociological and psychological variables.

Best (1970) too sees this type of study as survey research, but includes it with the case study in the broader category of descriptive research. The basis for this distinction in descriptive research is that the survey is extensive and cross-sectional, while the case study is intensive and longitudinal.

The research design of this study incorporated the use of interviews and questionnaires as techniques of collecting data. Some of the limitations and requirements in the use of these techniques are worth noting. Two research instruments used (*Basic Data Questionnaire* and *Regional Office Questionnaire*) included questionnaire-type items to obtain factual information, as well as opinionaire-type items to measure attitudes. However, measuring attitude from expressed opinion is difficult when the researcher has to rely on what the subject says are his beliefs. Some limitations of this approach have been noted by Best (1970:173), and were evident in this study:

> The process of inferring attitude from expressed opinion has many limitations. An individual may conceal his real attitude, and express socially acceptable opinions. An individual may not really know how he feels about a social issue. He may never have given the idea serious consideration. An individual may be unable to know his attitude about a situation in the abstract. Until confronted with a real situation, he may be unable to predict his reaction or behavior.

While most of the data in this study were collected by questionnaire, the use of this technique was not regarded as a separate basic method, but rather as an extension of the interview. Interviews were used in the study to focus on five major issues. The warning issued by Gorden (1969:17) — "To the uninitiated, interviewing is just 'talking to people'" — was heeded, and in order to establish content comparability, the researcher used a moderately structured interview. Some measure of comparability was required when analyses were designed on an interprovincial and interorganizational basis. The geographic separation of informants also emphasized the importance of obtaining optimal data, as follow-up interviews would have been difficult. Experimental studies have shown that different respondents sometimes read different meanings into the same question, and therefore are actually answering different questions. If the researcher is aware of this, additional questions may be introduced beyond the structure imposed by the interview schedule.

Thirty-five interviews were planned for this study and the question of note-taking and tape-recording was considered. Intense note-taking can distract the interviewer in his task of listening to the respondent, and may give the respondent the impression that he is not receiving full attention. Other reasons for not using a tape recorder are the high cost of tapes and machines and the time required for transcribing and recording relevant data. Despite these disadvantages, the following considerations supported the use of a tape recorder (Gorden, 1963:177).

> The more complex the information, the less the method should depend upon the interviewer's memory. The more rapid the flow of relevant information, the less we should depend upon taking long-hand notes . . . The greater the significance of the precise words used and the order in which ideas are expressed . . . [and] the more important it is for the interviewer to devote full attention to the respondent to obtain optimal interpersonal relations, the more important it is to use the tape recorder.

SELECTION OF THE POPULATION

Reference was made in Chapter 1 to the increasing regionalization of public education in Canada, the consequent restructuring of provincial departments of education and the limited reported research in this area. A study of regionalism in education may take the approach of evaluating, for example, the benefits at the classroom level of the services provided by a system of regional offices. Although this approach at the "managerial" and "technical" levels is a vital one, evaluation becomes difficult when objectives at the "institutional" level are not established first. Parsons uses these organizational terms, and the following interpretation has been offered by Goldhammer (1968:79,82,85):

> The institutional level of the organization (that is, the level at which legal responsibility rests) is the center of policy making authority and has as its central function the responsibility to relate the organization to the broader (and emerging) society of which it is a part and also to other social systems with which it is associated.
>
> The managerial level is concerned with the implementation of the general policies of the organization, the establishment of uniform operating policies throughout the organization, and the maintenance of quality control through supervisory services and the provision of co-ordinating mechanisms.
>
> The technical level of the organization is responsible for performing those basic and essential tasks for which the school district is established -- that is, providing the instructional programs and supportive services pertaining thereto . . . . The key personnel in this level are the principals and the teachers.

This study was primarily concerned with mapping a profile of regionalism in education at the institutional level -- the level of the provincial departments of education. Interviews were restricted to deputy ministers, associate deputy-ministers or delegates, and questionnaires were completed by officials nominated by the deputy minister or his associate. The discussion of Glenny and others (1971:32) on procedural issues in establishing planning systems for the co-ordination of higher education provides some support for this concentrated approach at the institutional level:

> The public interests of the state, that is, assumptions, goals, and means for achieving the goals, must be established before institutional and subsystem plans are constructed.

Respondents for interviews in provincial departments of education were deputy ministers or delegates at senior administrative levels. Gorden (1963:106) refers to the "special respondent," as:

> . . . any person who gives information directly relevant to the objectives of the study . . . his unique position qualifies him to give special information, either on his own thoughts and actions as he functions in that particular position, or on his observations of others feelings, thoughts, and actions from his special vantage point.

The necessity of establishing assumptions and goals at the state level has been noted, but in order to make inter-level comparisons among provinces, representatives of teacher and school trustee organizations were selected to provide an additional source of interview data. These groups of respondents were important particularly in the limited assessment made of regionalism in this study. The perceptions of senior administrators in teacher and trustee organizations were assumed to be typical of the attitudes of the populations they represented. For Gorden (1969:107), the "representative respondent" is described in these terms:

> [He is] chosen because he is *like* other respondents, in that he belongs to a certain category, universe or population. The representative respondent, as one of a sample of representatives from the same class, contrasts with the special respondent who might be the only member of his special class to be interviewed.

An analysis of the positions held by interview and questionnaire respondents is presented in Table 1.

DEVELOPMENT OF RESEARCH INSTRUMENTS

The interview schedules and questionnaires used in this study are included as Appendices B, C and D. Their major components were

Table 1

Organizational Position and Numbers of Respondents to Questionnaires and Interviews

PROVINCIAL DEPARTMENTS OF EDUCATION		TEACHER ORGANIZATIONS		TRUSTEE ORGANIZATIONS	
POSITION	N	POSITION	N	POSITION	N
A. Interviews		A. Interviews		A. Interviews	
Deputy Minister	4	Executive Director/Secretary	6	Executive Director/Secretary	5
Associate/Assistant Deputy Minister	3	Associate Exec. Dir./Sec.	3	Assistant Director	2
Director	4	Director	1	Consultant	2
Regional Superintendent	1	Administrative Assistant	1		
B. Questionnaires					
Director	5				
Chief Superintendent	1				
Assistant Director	2				
Total:	20	Total:	11	Total:	9

derived from a review of the associated literature and comparable studies of regionalism.

Interview Schedule and Questionnaire Construction

Five major issues were selected to form the basis of the two interview schedules. Questions were identical on the two schedules with minor variations to adjust for the different groups. Richardson (1965:44) recommends that after the schedule has been developed, a pre-test be conducted on a random sample of respondents to determine whether individual questions and their sequence, have the same meaning for all respondents. Because of the small population involved, an alternative procedure was used which included a pre-test conducted on four faculty members of The Department of Educational Administration, The University of Alberta, and on a senior official of the Alberta Department of Education.

Preliminary forms of the questionnaires used in this study were first submitted to 13 doctoral students and four faculty in The Department of Educational Administration. The basic structure of the questionnaires was retained in a revised version, with changes being made in the wording of various items to clarify their meaning. This second revision was then submitted to a senior official of the Alberta Department of Education for comments particularly on the accessibility and confidentiality of data, and the length of the questionnaires. As a result of this examination, minor revisions were made before the questionnaires were printed in their final form.

A summary of the research problems as presented in Chapter 1 and the instruments used to collect data for each are presented in Figure 3.

RESEARCH PROBLEM	DEPUTY-MINISTER INTERVIEW SCHEDULE 1 (I.S. 1)	BASIC DATA QUESTIONNAIRE (BDQ) REGIONAL OFFICE QUESTIONNAIRE (ROQ)	TEACHER-TRUSTEE REPRESENTATIVES INTERVIEW SCHEDULE 2 (I.S. 2)
A. EXTENT	I.S. 1.1	BDQ 1, 2, 4, 7 ROQ A.	I.S. 2.1
B. GOVERNANCE	I.S. 1.1, 1.2	BDQ 5 ROQ B.	I.S. 2.1, 2.2
C. OBJECTIVES AND FUNCTIONS	I.S. 1.2	BDQ 2, 5 ROQ C.	I.S. 2.2
D. FINANCE		BDQ 3 ROQ D.	
E. STAFFING		ROQ E. BDQ 2	
F. PHYSICAL FACILITIES		ROQ F.	
G. INTER AGENCY RELATIONS		ROQ G.	
H. LEGISLATIVE STRUCTURE		BDQ 6 ROQ H.	
I. ASSESSMENT	I.S. 1.3 - 1.5	ROQ I.	I.S. 2.3 - 2.5

Figure 3

Summary of the Major Research Problems and
Their Relation to Specific Items in
the Research Instruments

COLLECTION OF DATA

Data for this study were collected by means of interviews and questionnaires administered during the period September - November, 1973. Initially, a personal letter was sent in June - July, 1973 to all provincial deputy ministers of education and executive directors of teacher and trustee organizations, notifying them of the scope of the study, requesting their cooperation and specifying the nature of the assistance required. Thirty-five separate contacts were established and all indicated their willingness to cooperate. The names of these organizations and the positions held by respondents are listed in Figure 4 and Table 1. In the responses, other personnel below the level of deputy-minister or executive-director were occasionally referred to as being a more appropriate contact, and subsequent communications were addressed to these delegates.

In September, 1973, a letter (Appendix A.1) was sent to all provincial deputy ministers (or associates) seeking an interview. The *Basic Data Questionnaire* and *Regional Office Questionnaire* (Appendices C, and D) were attached to a covering letter (Appendix A.2). Interviews were also sought with teacher and trustee organizations (Appendix A.3). On receiving notification of an interview date, this was confirmed by letter to which was attached a copy of the proposed interview schedule (Appendix B).

All interviews were completed during the period September - November, 1973. Respondents were asked for permission to use a

	ORGANIZATION
British Columbia	Department of Education British Columbia Teachers' Federation British Columbia School Trustees' Association
Alberta	Department of Education Alberta Teachers' Association Alberta School Trustees' Association Alberta Catholic School Trustees' Association*
Saskatchewan	Department of Education Saskatchewan Teachers' Federation* Saskatchewan School Trustees' Association
Manitoba	Department of Education Manitoba Teachers' Society Manitoba Association of School Trustees
Ontario	Ministry of Education Ontario Teachers' Federation Ontario School Trustees' Council
Quebec	Ministère de l'Education Provincial Association of Protestant Teachers* Provincial Association of Catholic Teachers* Quebec Association of Protestant School Boards Federation des Commissions Scolaires Catholiques La Corporation des Enseignants de Quebec
New Brunswick	Department of Education* New Brunswick Teachers' Association New Brunswick School Trustees' Association
Nova Scotia	Department of Education Nova Scotia Teachers' Union Nova Scotia School Boards' Association
Prince Edward Island	Department of Education P.E.I. Teachers' Federation P.E.I. School Trustees' Association*
Newfoundland	Department of Education Newfoundland Teachers' Association Newfoundland Federation of School Board Associations*
Northwest Territories	Department of Education Northwest Territories Teachers' Association
Yukon	Department of Education Yukon Teachers' Association
Canada	Canadian Teachers' Federation* Canadian School Trustees' Association

Figure 4

Organizations Contacted as Data Sources

*No data provided

tape recorder and if they would prefer to change the order of questions on the interview schedule. In all cases this permission was granted, and the established order of questions followed. When interviews were completed at provincial departments of education, the *Basic Data Questionnaire* and *Regional Office Questionnaire* were collected where possible and checked for completeness. In six cases, interviews could not be carried out and respondents were again contacted by letter and invited to respond to the set of questions on the interview schedule. Two of these cases involved organizations that were unknown prior to the collection of data and were later identified by other respondents. Of the 40 organizations surveyed, five did not reply to the follow-up letter, and these are indicated in Figure 4. One national organization (Canadian Teachers' Federation) considered that interviews would be more appropriately conducted with its provincial organizations.

TREATMENT OF DATA

Recorded interviews were transcribed to an interview summary sheet designed to incorporate the six sections of the interview schedule. Where statistical responses were required, they were presented as frequency counts or percentages. Remaining data were tabulated according to the various profile dimensions presented as research problems in Chapter 1. To prepare the profile of regional offices of education in Canada for Chapter 13, data for each province were summarized according to the nine profile dimensions and compared for meaningful differences.

DELIMITATIONS, ASSUMPTIONS AND LIMITATIONS

Delimitations

This study was delimited to nine profile dimensions which arose from a review of the literature. Data obtained from provincial departments of education were limited to that supplied in interviews, questionnaires and reports. Interviews were restricted to deputy ministers or a delegate, and questionnaires were completed by a senior administrator in a supervisory or field service division of the department of education. The data from teacher and school trustee organizations were limited to an interview with a senior official in each province.

Assumptions

Some assumptions were made in relation to the collection of data. One assumption was that all respondents understood the various questions, had access to related information and reported this accurately and comprehensively. Most respondents applied considerable time and effort to the research questionnaires and interviews. Where this application was not evident it was reflected in the completeness of data supplied. In addition, the assumption was made that the wording of questions on interview schedules and questionnaires constituted an identical stimulus for each respondent. This study was designed to describe policies and attitudes towards regionalism in education at the institutional level, and this assumed that all respondents presented an organizational rather than a personal viewpoint.

Limitations

Some of the limitations of this study are inherent in the delimitations and assumptions previously noted. The perceptions of school board members, superintendents, principals, teachers and lay people are all pertinent in the area of decentralization of education. This study was limited in its scope by being restricted to the institutional level of public systems of education in Canada. In addition to the reasons used to justify this approach in the section on Selection of the Population, considerations of feasibility in completing this study and in permitting adequate analysis are relevant.

ORGANIZATION OF SUBSEQUENT CHAPTERS

Data for each province and territory in Canada are presented in Chapters 4 - 12. The extent of regionalization in the administration of education is presented by developing a profile of the regional office of education or other regional administrative structures. The data are arranged according to the profile dimensions suggested by the research sub-problems, followed by a brief analysis of the perceptions of senior administrators in provincial departments of education, teacher and trustee organizations. Commonalities existing between the various provinces are noted in Chapter 13. The final chapter contains a rationale for the regionalization of public education, some recommendations and conclusions.

Chapter 4

REGIONAL OFFICES OF EDUCATION IN ONTARIO

EXTENT

Establishment

As part of a policy of decentralization in the administration of education, the Province of Ontario was divided into ten regions in 1965. A map of educational regions and the location of Regional Offices in 1973 is presented in Figure 5 . Initially, supervisory personnel for elementary schools were decentralized, so that the institution of Regional Offices resulted in a certain centralization of these personnel. On the other hand, secondary school inspectors were centralized and the establishment of Regional Offices decentralized these personnel.

The process of regionalization in Ontario was regarded by the Ministry of Education as "evolutionary." Small local school boards combined with township school areas, and continued consolidation into large county boards of education enabled these boards to supply their own inspectors. Because program consultation was also needed, a system of Regional Offices was designed by the Ministry of Education to meet various needs.

Organization

Administration of the Regional Office system was the

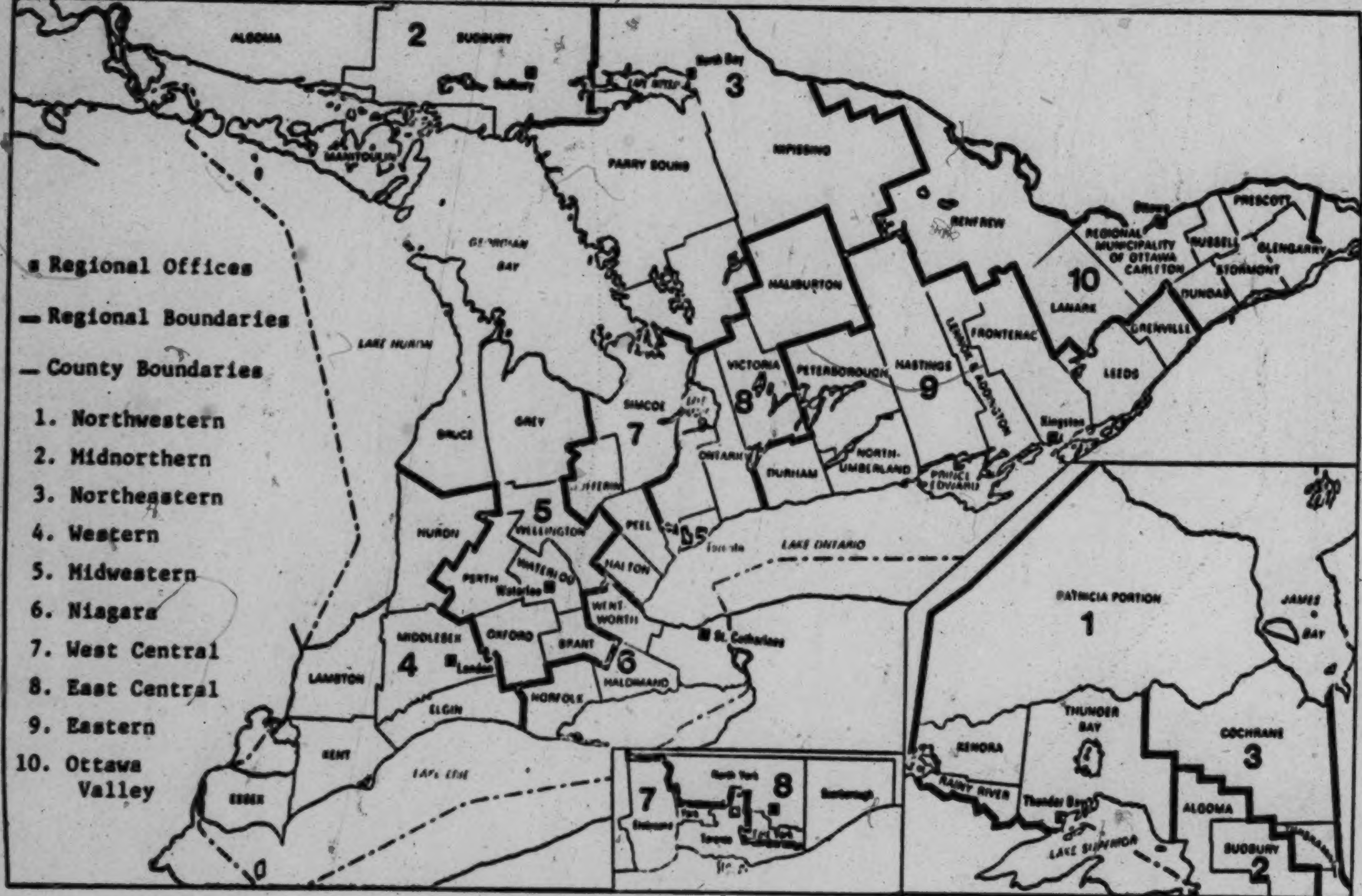

▪ Regional Offices
▬ Regional Boundaries
— County Boundaries
1. Northwestern
2. Midnorthern
3. Northeastern
4. Western
5. Midwestern
6. Niagara
7. West Central
8. East Central
9. Eastern
10. Ottawa Valley
ALGOMA
SUDBURY
MANITOULIN
North Bay
PARRY SOUND
NIPISSING
RENFREW
HALIBURTON
VICTORIA
PETERBOROUGH
HASTINGS
LENNOX & ADDINGTON
FRONTENAC
LANARK
LEEDS
GRENVILLE
DUNDAS
STORMONT
GLENGARRY
RUSSELL
PRESCOTT
REGIONAL MUNICIPALITY OF OTTAWA CARLETON
Ottawa
Kingston
PRINCE EDWARD
NORTH-UMBERLAND
DURHAM
ONTARIO
SIMCOE
DUFFERIN
PEEL
HALTON
WENT-WORTH
WELLINGTON
WATERLOO
Waterloo
PERTH
HURON
BRUCE
GREY
OXFORD
BRANT
MIDDLESEX
London
LAMBTON
KENT
ESSEX
ELGIN
NORFOLK
HALDIMAND
St. Catharines
Toronto
LAKE HURON
GEORGIAN BAY
LAKE ONTARIO
LAKE ERIE
North York
Scarborough
York
PATRICIA PORTION
JAMES BAY
KENORA
THUNDER BAY
Thunder Bay
RAINY RIVER
LAKE SUPERIOR
COCHRANE
1
2
3
4
5
6
7
8
9
10

Figure 5

Educational Regions in Ontario, 1973

responsibility of one of three divisions in the Ministry of Education as illustrated in Figure 6. The Director of the Curriculum Services Branch is responsible for administration of Regional Offices. The functions of this Branch are (Ontario Ministry of Education, 1972b:24):

> To interpret guidelines, to assist teachers and administrators in the development of educational programs, to seek to improve teaching and school programs, and to obtain reactions from the field in connection with program policy.

Personnel

The positions and numbers of administrative and supervisory personnel in the Curriculum Services Branch and a Special Services Education and Resource Center are illustrated below.

Curriculum Services

Director	1	Clerks, General	12
Educational Officers	24	Clerk, Typists	2
Secretaries	2	Clerk, Stenographer	14

Special Services Education and Resource Center

Special Services Coordinator	1	Remedial Consultants	4
Child Development Conslts.	2	Speech Therapy Conslt.	1
Senior Psychologist	1	Library Consultant	1
Psychometrists	3	Audio-Visual Conslt.	1
Referral Officers	3	Audio-Visual Techn.	3
Remedial Supervisor	1	Driver	1

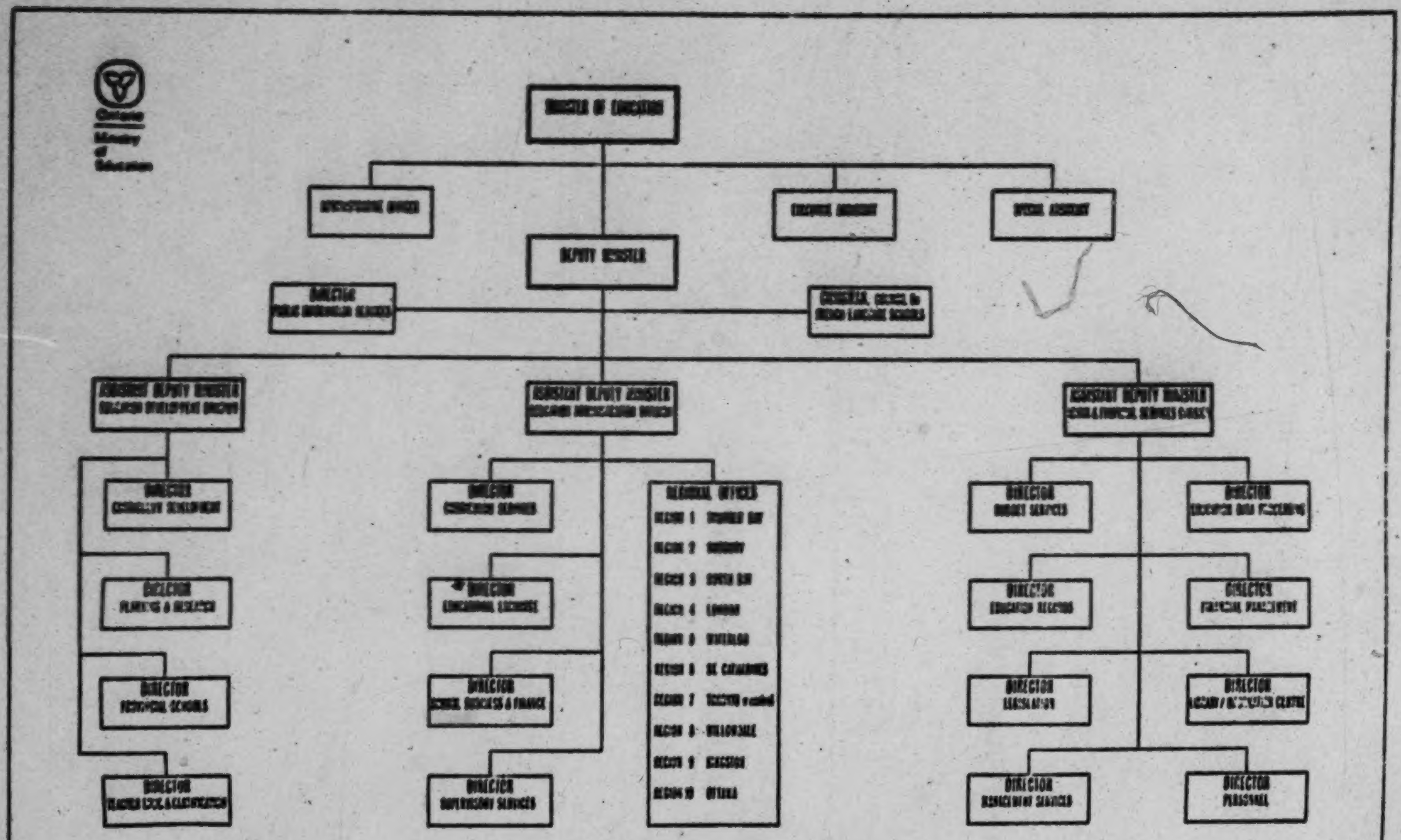

Ontario
Ministry
of
Education
MINISTER OF EDUCATION
EXECUTIVE ASSISTANT
SPECIAL ASSISTANT
DEPUTY MINISTER
DIRECTOR
PUBLIC INFORMATION SERVICES
FRENCH LANGUAGE SCHOOLS
ASSISTANT DEPUTY MINISTER
EDUCATION DEVELOPMENT DIVISION
ASSISTANT DEPUTY MINISTER
EDUCATION ADMINISTRATION DIVISION
ASSISTANT DEPUTY MINISTER
FINANCIAL SERVICES DIVISION
DIRECTOR
CURRICULUM DEVELOPMENT
DIRECTOR
PLANNING & RESEARCH
DIRECTOR
PROVINCIAL SCHOOLS
DIRECTOR
TEACHER EDUC. & CERTIFICATION
DIRECTOR
DIRECTOR
EDUCATIONAL EXCHANGES
DIRECTOR
SCHOOL BUSINESS & FINANCE
DIRECTOR
SUPERVISORY SERVICES
REGIONAL OFFICES
REGION 1 THUNDER BAY
REGION 2 SUDBURY
REGION 3 NORTH BAY
REGION 4 LONDON
REGION 5 WATERLOO
REGION 6 ST. CATHARINES
REGION 7 TORONTO
REGION 8 WILLOWDALE
REGION 9 KINGSTON
REGION 10 OTTAWA
DIRECTOR
BUDGET SERVICES
DIRECTOR
ELECTRONIC DATA PROCESSING
DIRECTOR
DIRECTOR
FINANCIAL MANAGEMENT
DIRECTOR
LEGISLATION
DIRECTOR
DIRECTOR
MANAGEMENT SERVICES
DIRECTOR
PERSONNEL

Figure 6

Organization Chart, Ministry of Education, Ontario, 1973

Staffing patterns for the ten Regional Offices are set out in Table 2 with salary levels for selected positions. Each Regional Office was administered by a Regional Director, an Assistant who was also the District Superintendent of Secondary Schools, from 16 - 21 Program Consultants, Provincial Area Superintendents of Elementary Schools, and a wide range of support staff. Program Consultants were appointed to the following areas:

Commercial
Guidance
Learning Materials
Physical Education and Health
Senior Education
Art
Home Economics
Italian & Spanish
Technical-Industrial Arts
English
History-Social Studies
Mathematics
Primary Education
Special Education
Classics
Junior-Education
Occupations
Intermediate-Education
Geography
French
Music
Moderns
Science

Clients

The numbers of school jurisdictions, schools, teachers and pupils served by each Regional Office are provided in Table 3. Any attempt to determine ratios of Regional Office program consultants to teachers by using Tables 2 - 3 needs to consider the consultative staff employed by large school boards. For example, the Toronto Board of Education employs 21 Supervisory Officers, 191 Consultants and 138 "Other Professional Staff" -- Psychologists, Psychiatrists, Social Workers, Counsellors (Ontario Ministry of Education, 1972a:111-112). Using the numbers of consultants only for each Region, ratios have been determined in relation to the numbers of schools, teachers and pupils per consultant, and are illustrated in Table 4. Some indication of this ratio and related attitudes is revealed in the following report by three Regional Directors (Steele, 1972:3).

Table 2

Positions, Numbers and Salary Range of Regional Office and Support Personnel -- Ontario, 1972-73

	POSITIONS AND NUMBERS												
REGION	REGIONAL DIRECTOR	ASSISTANT REGIONAL DIRECTOR	PROGRAM CONSULTANTS	REGIONAL ED. CONSULTANT	COMMUNITY SCHOOL CONSULTANT	PROVINCIAL AREA SUPERINTENDENTS	OFFICE MANAGER	CLERK-STENO-TYPIST-SECRETARY	SERVICE CLERK FILM LIBRARY	LEARNING MATERIALS TECHNICIAN	REGIONAL BUSINESS ADMSTR.	ASSISTANT REGL. BUSINESS ADMSTR.	ACCOUNTANT
1. NORTHWESTERN ONT.	1	1	17			4	1	8	1	1	1	1	1
2. MIDNORTHERN ONT.	1	1	21	1	1	2	1	13		1	1	1	
3. NORTHEASTERN ONT.	1	1	16		1	4	1	7				1	1
4. WESTERN ONT.	1	1	19	1		2		4		1	1	1	
5. MIDWESTERN ONT.	1	1	17			2	1	8			1	1	
6. NIAGARA	1	1	18	2		4	1	9		1	1		
7. WEST CENTRAL ONT.	1	1	21	1		3	1	6		1	1	1	1
8. EAST CENTRAL ONT.	1		18		1	1	1	10		1	1	1	1
9. EASTERN ONT.	1	1	16	1	1	3	1	7		1	1	1	
10. OTTAWA VALLEY	1		21	2		2	1	13		1	1	1	

Special Services Education and Resource Center	Special Services Co-ord.	- 1	Remedial Supervisor	- 1	Library Cons.	- 1
	Child Development Cons.	- 2	Remedial Cons.	- 4	Audio-Visual Cons.	- 1
	Senior Psychologist	- 1	Driver	- 1	Senior A-V Technician	- 1
	Psychometrists	- 3	Speech Therapy Cons.	- 1	A-V Technicians	- 4
	Referral Offices	- 3				

Selected salary ranges:	Regional Director	$23104-29673 (approx.)	Office Manager	$7344-5596
	Asst. Regl. Dir.	$19710-25346	Clerk-Steno-Typist	$5427-7383
	Program Consultants	$18680-23924	Accountant	$8636-10097
	Provincial Area Supts.	$18680-23924	Regional Education Consultant	$15523-19437

Sources: Ministry of Education, Ontario. Directory of Schools 1972/73.

Table 3

School Jurisdictions, Schools, Teachers and Pupils Served by Regional Offices -- Ontario, 1972-73

REGION	Number of Jurisdictions	Number of		
		Schools	Teachers[a]	Pupils
1. Northwestern	44	226	2874	50098
2. Midnorthern	30	320	4724	103242
3. Northeastern	34	284	4829	85515
4. Western	19	659	11037	241270
5. Midwestern	15	509	8347	186511
6. Niagara	12	553	9470	217415
7. West Central	16	861	21972	471847
8. East Central	13	628	15122	320994
9. Eastern	12	407	6589	140802
10. Ottawa Valley	18	529	11970	205512
Totals	213	4976	96934	2023206

Source: Ministry of Education, Ontario. Directory of Schools 1972/73.

[a] Number of teachers does not include principals.

Table 4

Comparison of Ratios between Program Consultants, Pupils, Teachers and Schools in the Ten Regions of Ontario, 1973

REGION	Number of Program Consultants	Ratios of Numbers of Program Consultants to Number of Schools	Number of Teachers	Number of Pupils
1. Northwestern	17	1: 13	1: 169	1: 2946
2. Midnorthern	23	1: 13	1: 205	1: 4488
3. Northeastern	17	1: 16	1: 284	1: 5030
4. Western	20	1: 32	1: 551	1: 12063
5. Midwestern	17	1: 29	1: 491	1: 10971
6. Niagara	20	1: 27	1: 473	1: 10870
7. West Central	22	1: 39	1: 998	1: 21447
8. East Central	19	1: 33	1: 795	1: 16894
9. Eastern	18	1: 22	1: 366	1: 7822
10. Ottawa Valley	23	1: 23	1: 520	1: 8935
Total	196	1: 25	1: 494	1: 10322

> Presently we are able to provide one Consultant for 490 teachers. If one adds to this number, the administrative staffs, school boards, and parents that a Consultant relates to also, it is obvious that the total number of Consultants available in the Province is minimal. If this direct service were to be implemented by a headquarters staff instead, would this mean that each representative of that staff would have to relate to approximately 5000 teachers and administrators, or does it mean that the headquarters staff would have to increase tenfold in size to provide the same service?

Programs and Services

A comprehensive listing of programs and services in the *Basic Data Questionnaire* (Appendix C) was incorporated to determine their availability in Regional Offices. While this item provided limited discrimination between the various provinces, the following data were revealed for Ontario.

Pupil and staff personnel services and programs. A distinction was made between programs and consultative services provided by the Regional Office.

1. Operating programs. All listed programs were normally provided by school boards, with some being available in isolated areas from the Regional Offices (psychological service to students, speech screening, hearing screening and in-service workshops for professional staff).

2. Consultant services. Consultant services were available in all listed areas either through the Regional Offices or in some cases as specific responsibilities of the Ministry of Health (nursing and medical service) and Ministry of Community and Social Services. A comprehensive listing of consultative services in instructional programs has been referred to earlier in the analysis of Regional Office personnel.

General administrative services and programs.

1. Operating programs. There were no operating programs provided by Regional Offices, each being the responsibility of school boards.

2. Consultant services. In the areas of maintenance of buildings, pupil transportation, secretarial service, legal matters, teacher-administrator-board relations and school district reorganization, services were "not available and not planned for future." Public relations for local districts was one area considered to be "available but inadequate for present demand." All other areas listed were assessed as being "available and meeting present demand."

GOVERNANCE

The Regional Office in Ontario was regarded as "the delivery arm of the Ministry of Education." In this sense it could be regarded as an extension of the Ministry, with all personnel responsible through the Regional-Director to the Assistant Deputy Minister (Education Administration). As a state agency "it provides an on-site interface between the community and all aspects of curriculum implementation, guidelines, facilities and special projects." No provisions are made for local election or appointment of representatives to a governing board.

OBJECTIVES AND FUNCTIONS

There is provision for each Regional Office to develop objectives to reflect regional needs, but the following statement (Steele, 1972:8) represents a common purpose.

> 1. To provide educational leadership within the region.
> 2. To develop a close and fruitful partnership with school boards of the region, and to keep the Minister of Education informed as to regional needs.
> 3. To provide supportive services to school jurisdictions to the end that
>   - (a) every effort be made to ensure, to the maximum possible degree, equal educational opportunity for the children of the Region.
>   - (b) the instructional and administrative personnel of our school systems may avail themselves of the guidance and advice of experts in a wide range of areas of education.
>   - (c) local authorities may be encouraged and assisted to improve and develop their school systems and programs in keeping with the changing and evolving conditions and demands of our society.
> 4. Wherever it is compatible with 1, above, to provide directly to school jurisdictions those necessary services or materials which they could not be expected to provide for themselves.
> 5. To ensure that provincial policies and assistance are applied equitably over the Region, and that communication between local juridictions and the Department may be available at the "grass roots" level.

Ranking of Functions

Respondents to the *Regional Office Questionnaire* (Appendix D) were asked to rank a minimum of six functions in order of importance and to indicate their importance within the total framework of Ministry policy. Variations occurred in the interpretation of stated function definitions. Provision was made in the questionnaire for the inclusion of additional functions, and in some cases these additions could have been implied in the stated definitions.

Functions rated as "very important." The following functions were rated as very important and are ranked in order.

Rank 1. Curriculum Guideline Implementation and Review. Support for this function stated that "a child's educational experience is his curriculum," and the "growth and comprehensive development of our children is one basic aim."

Rank 2. Developmental Function. This function was considered to be very important because "the teacher guides a child's school experiences" and in order "to assure an optimum experience all teachers must have access to professional development opportunities."

Rank 3. Administrative Function. The need for the local community to have close access to Ministry of Education personnel was used as support for this function.

Rank 4. Monitoring Function. Monitoring was rated as very important because to "assure equal educational opportunity the Ministry must be aware of any anomalies in the development of school boards' programs."

Functions rated of "moderate importance." The following functions were ranked fifth and sixth in order of importance.

Rank 5. Inter-Agency Cooperation Function

Rank 6. Service Function.

Function rated of "slight importance." The function ranked last and rated of slight importance was the Regulatory-Evaluative Function. Reasons for this low priority in Regional Office functions mentioned that the "regulatory function is carried out in the main by the Supervisory Officer of each board," and these Officers have "a direct responsibility to the Minister of Education."

Resource Allocation

Respondents were asked to estimate the percentage of financial and human resources allocated to the various functions just considered. Some apparent anomalies occurred in this item. The function rated of prime importance (Curriculum Guideline Implementation and Review) was not included in the allocations, and the Service Function which was rated of slight importance and given second last ranking was estimated to consume 60 percent of resources. The allocations provided are listed below:

Function	Percentage of Resources
Administrative	5
Developmental	10
Inter-Agency Cooperation	1
Monitoring	10
Regulatory	5
Service	60
Other: Correspondence	9

FINANCE

Actual expenditures and budget estimates for 1973-74 for Regional Services provide an indication of the role of Regional Offices of Education within the total framework of the Ministry of Education. Estimated expenditure for education is indicated in the following Table.

Table 5

Estimated Budgetary Expenditure (Social Development Policy Field) for 1973-74, Ontario

Ministries	Total Budgetary Expenditure $
Social Development Policy	522,000
Colleges & Universities	807,401,000
Community & Social Services	483,756,000
Education	1,374,531,500
Health	2,192,416,000
Total	4,858,626,500

Of the $1,374 million allocated to Education, the Divisions of Education Development and Education Administration were to receive approximately $1,280 million. Regional Offices are within the responsibilities of the Education Administration Division, and a more detailed analysis of estimates is presented in Table 6.

STAFFING

In Stephens' (1972:38) profile of Regional Educational Service Agencies, "excellence in staffing" was found to be a "dominant characteristic" with agencies having "some of the finest assemblages of truly outstanding professional staffs to be found anywhere in the nation."

Table 6

Budgetary Estimates for Education Development and Administration Program, and Regional Services -- Ontario, 1973-74

Program and Activities	1973-74 Estimates $
Education Administration	
Curriculum Services	3,517,800
Educational Exchange and Special Projects	1,142,200
School Business and Finance	1,228,278,300
Supervisory Services	651,600
Regional Services	10,657,200
TOTAL FOR EDUCATION DEVELOPMENT AND ADMINISTRATION	1,280,590,000

Standard Accounts Classification	1973-74 Estimates
Regional Services	
Salaries and wages	$ 8,323,800
Employee benefits	833,200
Transportation and communication	891,600
Services	153,600
Supplies and equipment	455,000
TOTAL FOR REGIONAL SERVICES	10,657,200

Qualifications

The qualifications required for appointment as a Regional Office consultant in Ontario include at least seven years of successful experience, a teaching certificate and a degree. Area Superintendents require in addition an Inspector's Certificate, business staff have accountancy training and Community School Consultants have training in recreation. The following list of Degrees held by Regional Directors, Program Consultants and Provincial Area Superintendents provides one indicator of the quality of staffing in Regional Offices in Ontario.

Degree	No. of R.O. Staff
Bachelor's Degree	119
Two Bachelor's Degrees	39
Bachelor's + Master's Degree	98
Doctorate	4

Allowances, Interchange and Staff Development

Some of the allowances and benefits provided for Regional Office personnel are set out in Appendix E.1. There was stated to be "considerable" cooperation and interchange between Regional Office personnel, tertiary institutions and professional organizations. In the exemplary regional educational service agencies surveyed by Stephens (1972:38), the following observation was made on staff development.

> All of the units are deeply committed to comprehensive staff development activities for their own professional staff. It is not uncommon for a service unit to earmark one percent or more of its budget for staff development programs, a relatively heavy commitment in comparison to the budgetary allocations of other types of educational institutions.

Based on the definition of staff development to include conferences, courses, seminars and continuing education, approximately two percent of the Regional Services budget is allocated to this area.

PHYSICAL FACILITIES

Considerable diversity in the housing of regional agencies in the U.S.A. was noted by Stephens (1972:39). A majority were accommodated in space provided by another government department, and frequently this space was inadequate for the programs and services of the agency. Many agencies were required to obtain space in separated locations, while others shared space in other educational organizations. While the physical facilities in each Regional Office in Ontario were considered to be adequate for the provision of programs and services, parts of some Offices were accommodated in separate locations.

INTER-AGENCY RELATIONS

Almost all regional agencies studied by Stephens (1972:39) had developed extensive relationships with other government agencies. Regional Educational Councils have provided one situation in Ontario where Regional Offices have participated extensively in joint regional planning. In the area of joint staff development, Regional Office staff have had "limited" participation in government sponsored courses. No participation by Regional Offices was reported in the areas of joint employment of personnel, use of facilities, cooperative purchasing and centralized data processing.

LEGISLATIVE STRUCTURE

No specific legislation is contained in the Acts concerning the administration of Regional Offices, "The Civil Service Act" (The Public Service Act, 1971:15) giving the Deputy Minister control over the placement and deployment of his personnel.

> 3. (1) Subject to subsection 2, the Commission may upon the recommendation of the deputy minister, assign a civil servant from one position in his department to another position in his department.
>
> 4. The Commission may assign a civil servant from a position in one department to a position in another department upon the recommendation of the deputy minister of the department to which the civil servant is assigned and the Commission shall determine whether or not the deputy minister of the department from which the civil servant is assigned concurs. R.R.O. 1970, Reg. 749, s. 4.

In Ontario there was considered to be "a great deal" of flexibility in the legislative guidelines related to Regional Offices, with the Offices being regarded as an integral part of the provincial education system.

ASSESSMENT

The section on Assessment in the *Regional Office Questionnaire* was designed to focus on the success and benefits of Regional Offices, and their problems. No significant data were revealed in the item on assessment of benefits. More detailed comments are revealed in a subsequent section on the perceptions of a senior administrator in the provincial Ministry of Education. Limited discrimination was also revealed by items directed at the success of Regional Offices in decentralizing some of the services previously provided by the central office of the Ministry and at specific problems encountered in the operation of Regional Offices. Regional Offices in Ontario have been "highly successful" in providing consultative services, interpreting regulations, involving teachers in curriculum development and in providing assistance in planning school buildings. A total list of 74 potential problems was provided for identification with Regional Offices, local school districts and the Ministry of Education. The section on problems associated with local school districts was considered to be "not applicable." Using a scale which ranged from "1. No problem" to "5. Very serious problem" and by combining responses from Regional Offices and the ministry, four problems were identified as being "not applicable," one was a "moderate problem" (distance and travel time) and the remaining 17 were rated as being "no problem."

PERCEPTIONS OF TWO SENIOR ADMINISTRATORS IN THE PROVINCIAL MINISTRY OF EDUCATION

Using a prepared interview schedule (Appendix B.1), two senior administrators in the Ministry of Education were interviewed. One official was at the Assistant Deputy Minister level, and the other a Branch Director.

Attention needs to be drawn to the process of reorganization that was occurring within Ontario's Regional Offices at the time this research project was being conducted. Although policies and objectives were being reformulated, the two respondents were able to provide perspectives on past developments and give some indication of possible future directions. A memorandum ("Reorganization of the

Regional Services of the Ministry of Education") outlining the proposed reorganization is included in Appendix F. Consideration of the rationale for the introduction of a system of Regional Offices focussed on the absence of principal and teacher personnel in the Ministry and the need to consult with such people in order to provide adequate inputs for policy development. A distinctive feature of Ontario's educational system since 1969 has been the extensive reorganization and reduction of the number of school boards. Prior to 1969 the main impetus of the Ministry was perceived to be delivered by inspectors of schools. But as larger units developed, legislation gave provision for some school boards to institute their own inspection services, so that from 1969 the field staff of the Ministry decreased, and the number of inspection type officers of school boards increased. While a residual inspectoral function of the Ministry still remains over private schools and very small boards, a major shift was perceived to be in the emphasis given to the consultative function. This shift was claimed to be an attempt "to have Government more responsive to local needs," and the consultative role of the Regional Offices enables the Ministry to determine these needs because it is not "cluttered" with inspection. In response to the question "Is the Ministry concerned about equalizing services?," the officials stated that as the large boards have consultative services of their own, and because the smaller jurisdictions have different needs, it has worked out that this is where the greater proportion of resources are expended. Although a Report of the Task Force on Organization (Ministry of Education, 1973) was not public at the time of the interview, the interviewed officials referred to the comment in the Report that in the process of providing consultation the Ministry was "not as well informed as it might be" and "we got a little out of touch with some of the other players." The objectives of Regional Offices in the latter part of 1973 were stated in brief to be:

1. To provide services co-operatively to school systems.
2. To provide delivery of the Ministry's guidelines and legislation to school systems.
3. To get feedback from school systems.
4. To monitor innovative projects so that the Ministry is informed and can inform other school systems.

In summary, the officials stated that the Regional Offices could be considered to be tending to develop in two dimensions -- what Regional Offices are doing for school boards, and the feedback they are providing for the Ministry.

Some of the benefits resulting from the operation of Regional Offices were perceived to be as follows.

1. "Proximity to the scene of action and the development of personal contacts."

2. Provision of consultative services to teachers and school systems. Reference was made to the Task Force Report's observation that this benefit was in fact a "negative factor," because for all the teachers who did get consultation there is a much larger group who are aware of this assistance yet did not receive any themselves.

3. At the Ministry level, benefits were "just beginning to be felt." Feedback to the Ministry was perceived to be not evident a year ago, and if the Government is to be responsive to the needs

of people in the field "what we are doing in the Regional Offices is really paying attention to this input phase to the Ministry." The Regional Offices were seen as "the strong link of all the people on that chain that puts the system together."

The biggest problem encountered in the administration of Regional Offices was stated to be in the extent of decentralization of authority. This was seen as a problem faced by the central office and branch offices in every organization. Associated with decentralization has been a more tenuous communication system. But while the "political route" was noted to be still seen as the most direct route to the Ministry, the Regional Office system must develop a communication network better than the "political vine" so that issues can be anticipated.

In terms of plans and predictions for future development of Regional Offices in Ontario, the observation was made that the Ministry is in a "gear-down" position and changes may be evident in two or more years. Most of the observations given by the respondents were in reference to the Regional Office organization that was in operation two years ago. No complete account of specific current or future operations was possible because policies had not been completely finalized.

PERCEPTIONS OF A SENIOR ADMINISTRATOR IN A PROVINCIAL TEACHER ORGANIZATION

The respondent interviewed in the Ontario Teachers' Federation (O.T.F.) occupied the position of Deputy Secretary-Treasurer. The perceived rationale for the introduction of Regional Offices was seen to be "in line with the policy of giving school boards more responsibility" and "is an attempt to get Ministry people closer to school boards by establishing a miniature Ministry of Education." An unusual admission voiced in other provincial teacher and trustee organizations, was that the "O.T.F. has not developed a particular interest in the Regional Office system," but some doubts were expressed as to "whether this has been a sound move." The justification for this low concern was that the primary function of Regional Offices was perceived to be "a helping role." Two specific objectives were attributed to the Regional Office:

1. To increase efficiency of the education system; and
2. To locate professional assistance closer to school boards and teachers.

No specific benefits derived from the operation of Regional Offices were noted. However approval was expressed for the professional and business consultants operating on an invitational basis. Some criticism was expressed of the perceived tendency of some consultants to remain in the office in view of apparent apprehension about the continued role of Regional Offices in Ontario. The contribution of Regional Offices in the large metropolitan areas was queried because many of the large boards have greater expertise. There was also perceived to be some overstaffing in Regional Offices and some appointments not being backed by appropriate qualifications and experience. One problem related only to the O.T.F. has arisen because of its limited involvement with Regional Offices, and a perceived failure "to try and understand Regional Offices and to learn how they can help teachers." A final criticism expressed was that some Regional Offices do not appear to have the freedom to act independently. One example provided referred to a joint regional planning project in which Regional Office personnel were perceived to be constantly referring to the Ministry for approval on the extent of their involvement. While the involvement was regarded as "healthy," it was however, perceived to be "controlled involvement," as those with the ultimate responsibility were seen to be still "holding the reins."

PERCEPTIONS OF A SENIOR ADMINISTRATOR IN A PROVINCIAL SCHOOL TRUSTEE ORGANIZATION

The perceptions of Regional Offices provided by the Executive-Director of the Ontario School Trustees' Federation were stated within specific limitations. The respondent had occupied his appointed position for only one year, he had had no direct dealings with Regional Offices and had experienced difficulty in obtaining any written material from the Ministry dealing with the parameters and rationale for Regional Offices in the province. However, an attempt was made to project the perceptions of school trustees in the province.

The rationale and objectives for Regional Offices are expressed in "motherhood terms" that are difficult to reject. However, while the intentions of the Ministry were perceived to be very sincere, the operationalization of objectives is a different matter and comments were largely devoted to this concern. One stated objective of the Regional Offices was "to provide educational leadership within the region." Fears have been expressed by trustees that controls are inevitably associated with this objective.

> The fears of trustees are all on the side of control — we want advice, but we must feel free to make decisions locally . . . Is there another level of bureaucratic decision making to go through to get decisions? . . . Is the Ministry really listening to us or are they just listening to the people in the Regional Offices with whom we are expected to communicate? — we would rather talk to the Ministry than to some Director of a Regional Office . . . How do we get through this extra wall or barrier that has now been imposed on us? — this is a real concern.

Another stated objective of Regional Offices was "to keep the Ministry informed of regional needs" but doubts were expressed at discussing such needs at the regional level — "where do our petitions go then, or do they go at all?" The provision of advice and guidance by experts in a wide range of education was queried. Location of personnel in a Regional Office does not make them more expert than school board employees, and if many of the Regional Office personnel were unable to obtain appointments with boards, then "how much advice and guidance can you get from people of that kind?" The respondent stated that while this may not be true, it did represent an expressed concern. A final objective commented upon involved the need "to ensure provincial policies and assistance are applied equitably over the region." This objective was perceived to imply an inspectoral and regulatory function, and boards have begun to be concerned at what decisions do remain for them.

> School boards and trustees are very skeptical of the Regional Offices — they appreciate the positive input, but they are more concerned about the erosion of school board autonomy. You can't have Regional Offices without the controlling function becoming the important function, and the laws of decision making will be there [in the Regional Office] rather than in the local system.

In making predictions for future trends in Regional Offices, the respondent stated that it was "inevitable" for them to become controlling organizations, and for consultation to become decision making.

> Regional Offices are in the honeymoon period -- a look at the evolutionary aspects will show that the controlling aspect will assume more and more importance . . . . If the function of the local board is reduced to rubber-stamping decisions made by teachers and the Regional Office, what is there left for the trustees to do? All they do is do as they are told.

Some recommendations were provided for the administration of Regional Offices. There was no place for a Regional Office in areas that have comparable resources, and the controlling function is not necessary when the Ministry already has supervisory offices employed by boards but responsible to the Minister of Education. Regional Offices could also become an ideal focus for research or study commissions on specific educational needs of a region and on the problems of urbanization.

SUMMARY

In 1965 Ontario was divided into ten regions as part of a policy of decentralizing the administration of education. Each Regional Office is administered by a regional director and from 16 - 21 program consultants. A wide range of consultative service is available in pupil and staff personnel areas and in general administration with the exception of maintenance of buildings, pupil transportation, secretarial service, legal matters, teacher-administrator-board relations and school district reorganization. The provision of operating programs is generally the responsibility of school boards. The functions rated as "very important" for Regional Offices are, (1) curriculum guideline implementation and review, (2) developmental function, (3) administrative function, and (4) monitoring function. Regional Offices have been successful in providing consultative services, interpreting regulations, involving teachers in curriculum development and providing assistance in planning school buildings. No problems were identified as being "very serious."

Chapter 5

REGIONAL OFFICES OF EDUCATION IN MANITOBA

Regional organization of education in Manitoba in 1973 centered around the functions performed by the Instruction and Supervisory Services Branch. Traditionally, this section has been regarded as "the field arm" of the Department, but with increasing employment of locally appointed administrators and supervisors, there has been a change in the duties of Department inspectors. A major characteristic of the inspectors' tasks now is an emphasis on consultative and supportive roles. With the adoption of a regional approach, the inspector is withdrawn from responsibility for a single division and has become a team member with regional responsibilities. Further regionalization conducted in a pilot project during 1973-74 is referred to in subsequent sections.

EXTENT

Establishment

Regional Offices were established in the centers indicated below in order to provide for the team operations of school inspectors following the reorganization of the province into large unitary school divisions in 1967 when local boards appointed division-employed superintendents. A map of educational regions is presented in Figure 7.

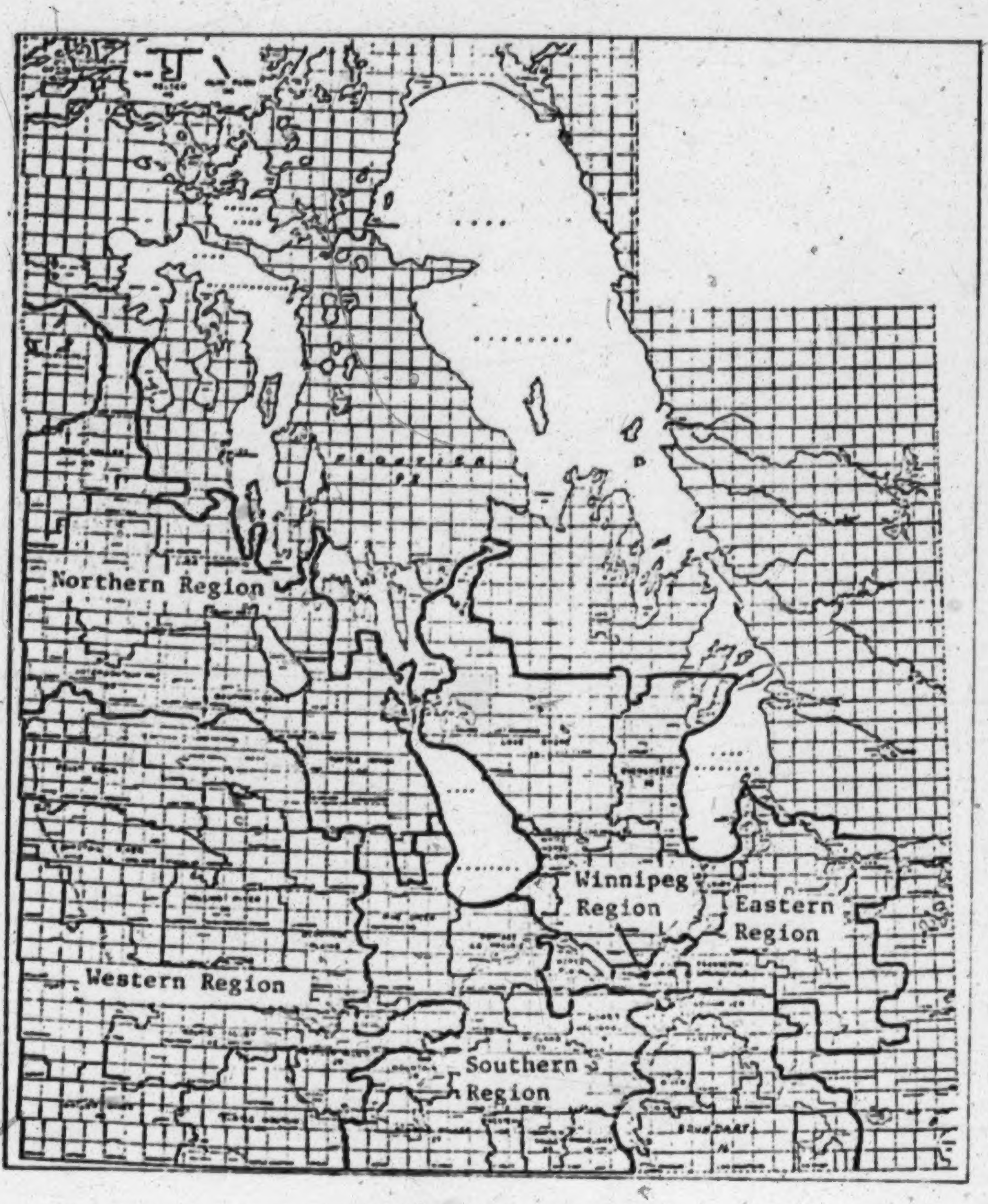

Northern Region
Winnipeg Region
Eastern Region
Western Region
Southern Region

Figure 7

Educational Regions in Manitoba

Winnipeg Regional Office - Winnipeg

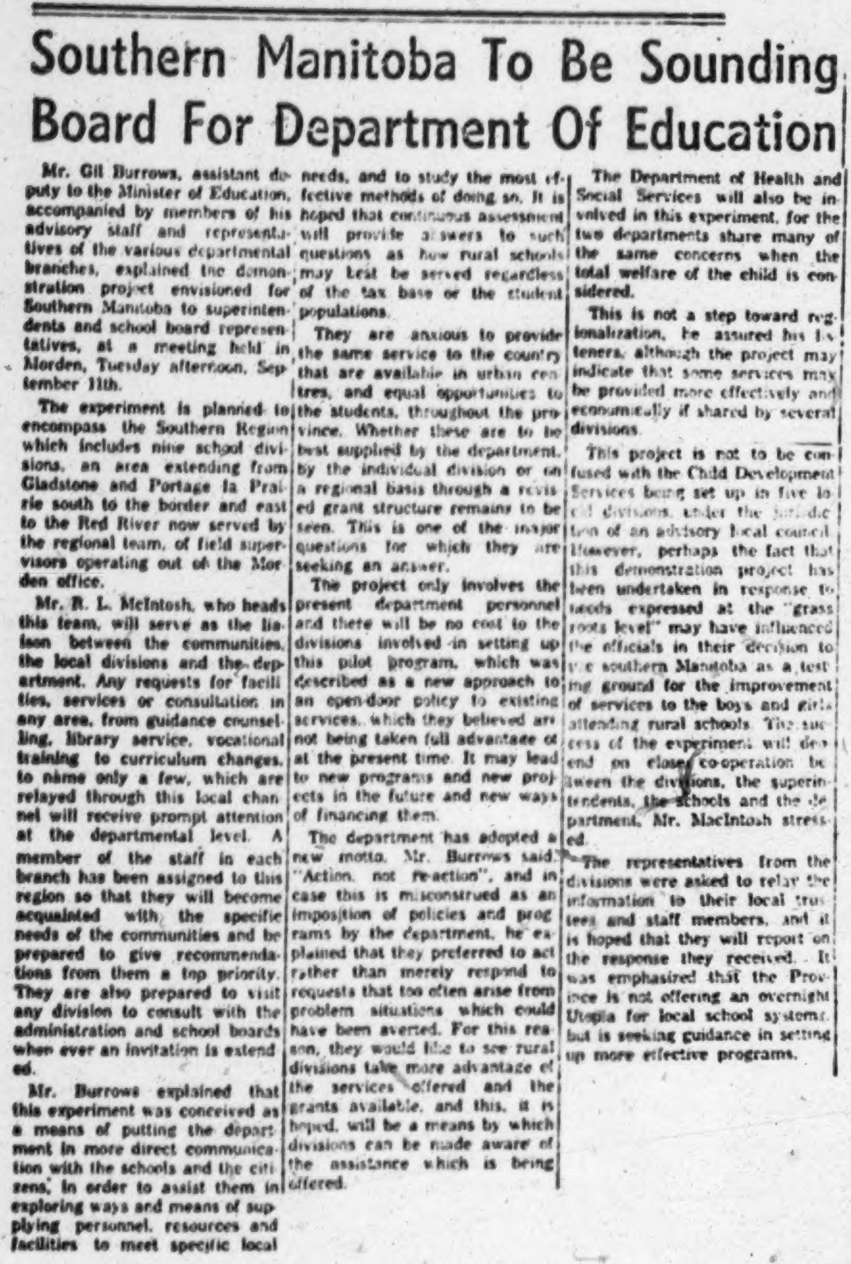
Eastern Regional Office - Winnipeg

Western Regional Office - Brandon

Northern Regional Office - Dauphin

Southern Regional Office - Morden

As a continuing process in the changing role of school inspectors to field officers operating on a consultative basis, local professional organizations have been continually involved in discussions and feedback. Further decentralization of departmental services in the southern region has included continual involvement of professional and lay members of the community. A newspaper report describing the pilot project in the Southern Region is presented in Figure 8. In this project, one person from each of the departmental support services has been assigned to the Southern Regional Office to enhance the consultative services available to local personnel. These additional services are to be provided by personnel from Curricula, Special Education, Child Development, Student Personnel, Library, Vocational Education and Computer Services, as well as seco[illegible] personnel from the universities and divisions where needed. The rationale for continued regionalization of field services in the Manitoba Department of Education makes reference to the increasing complexity of educational services, a present government policy to strengthen the leadership and support service role of the Department and the limitations of local school division resources to provide the required leadership and support staff (Manitoba Department of Education, 1973).



Southern Manitoba To Be Sounding Board For Department Of Education

Mr. Gil Burrows, assistant deputy to the Minister of Education, accompanied by members of his advisory staff and representatives of the various departmental branches, explained the demonstration project envisioned for Southern Manitoba to superintendents and school board representatives, at a meeting held in Morden, Tuesday afternoon, September 11th.

The experiment is planned to encompass the Southern Region which includes nine school divisions, an area extending from Gladstone and Portage la Prairie south to the border and east to the Red River now served by the regional team, of field supervisors operating out of the Morden office.

Mr. R. L. McIntosh, who heads this team, will serve as the liaison between the communities, the local divisions and the department. Any requests for facilities, services or consultation in any area, from guidance counselling, library service, vocational training to curriculum changes, to name only a few, which are relayed through this local channel will receive prompt attention at the departmental level. A member of the staff in each branch has been assigned to this region so that they will become acquainted with the specific needs of the communities and be prepared to give recommendations from them a top priority. They are also prepared to visit any division to consult with the administration and school boards when ever an invitation is extended.

Mr. Burrows explained that this experiment was conceived as a means of putting the department in more direct communication with the schools and the citizens, in order to assist them in exploring ways and means of supplying personnel, resources and facilities to meet specific local needs, and to study the most effective methods of doing so. It is hoped that continuous assessment will provide answers to such questions as how rural schools may best be served regardless of the tax base or the student populations.

They are anxious to provide the same service to the country that are available in urban centres, and equal opportunities to the students, throughout the province. Whether these are to be best supplied by the department, by the individual division or on a regional basis through a revised grant structure remains to be seen. This is one of the major questions for which they are seeking an answer.

The project only involves the present department personnel and there will be no cost to the divisions involved in setting up this pilot program, which was described as a new approach to an open-door policy to existing services, which they believed are not being taken full advantage of at the present time. It may lead to new programs and new projects in the future and new ways of financing them.

The department has adopted a new motto, Mr. Burrows said, "Action, not re-action", and in case this is misconstrued as an imposition of policies and programs by the department, he explained that they preferred to act rather than merely respond to requests that too often arise from problem situations which could have been averted. For this reason, they would like to see rural divisions take more advantage of the services offered and the grants available, and this, it is hoped, will be a means by which divisions can be made aware of the assistance which is being offered.

The Department of Health and Social Services will also be involved in this experiment, for the two departments share many of the same concerns when the total welfare of the child is considered.

This is not a step toward regionalization, he assured his listeners, although the project may indicate that some services may be provided more effectively and economically if shared by several divisions.

This project is not to be confused with the Child Development Services being set up in five local divisions, under the jurisdiction of an advisory local council. However, perhaps the fact that this demonstration project has been undertaken in response to needs expressed at the "grass roots level" may have influenced the officials in their decision to use southern Manitoba as a testing ground for the improvement of services to the boys and girls attending rural schools. The success of the experiment will depend on close co-operation between the divisions, the superintendents, the schools and the department, Mr. MacIntosh stressed.

The representatives from the divisions were asked to relay the information to their local trustees and staff members, and it is hoped that they will report on the response they received. It was emphasized that the Province is not offering an overnight Utopia for local school systems, but is seeking guidance in setting up more effective programs.

Figure 8

Newspaper Report of Pilot Project in Southern Region

Source: *The Western Canadian*, **Manitou, Manitoba, Thursday, September 20, 1973.**

Organization

The Regional Office system in the Manitoba Department of Education is within the Field Services Branch and is associated with other branches of Professional Development and Program Development, all administered by an Assistant Deputy Minister Development and Support Services. Organization charts for the Department of Education and Field Services are illustrated in Figures 9 and 10.

Personnel

Each Regional Office is staffed by five Field Officers, one of whom acts as a Coordinator. Administrative support service is provided by one clerk-steno in each office. The Winnipeg and Eastern Regional Offices are both located in the same building and share comparable clerical staff. With the exception of the pilot project in the Southern Region, the various consultants in special education, student personnel, curriculum, language and vocational education are located in the head office at Winnipeg. The positions, numbers and salaries of administrative and supervisory personnel in Field Services head office and the Regional Offices are presented below.

Position	Number of Positions	Salary Range $
1. HEAD OFFICE		
Director	1	19,164 - 24,456
Associate Director	1	18,252 - 23,292
Supervisor (Home Ec.)	1	12,348 - 17,376
Asst. Supervisor (Home Ec.)	1	11,760 - 16,560
Supervisor (Phys. Ed.)	1	13,620 - 19,164
Asst. Supervisor (Phys. Ed.)	1	12,348 - 16,560
Clerk-Steno	3	4,332 - 6,552
2. REGIONAL OFFICES		
Field Officers	25	14,304 - 21,132
Clerk-Steno	5	4,332 - 6,552

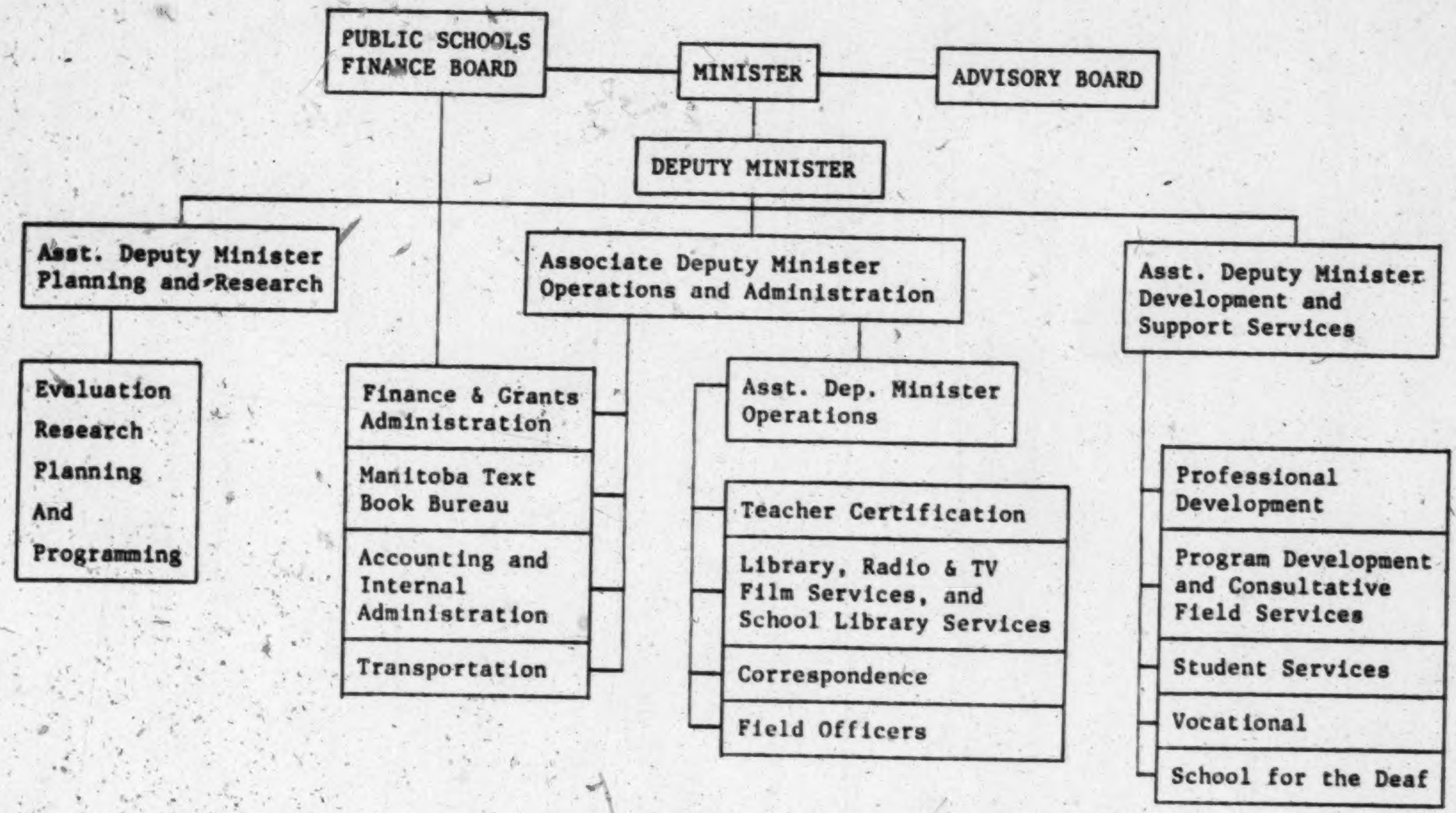

PUBLIC SCHOOLS FINANCE BOARD
MINISTER
ADVISORY BOARD
DEPUTY MINISTER
Asst. Deputy Minister Planning and Research
Associate Deputy Minister Operations and Administration
Asst. Deputy Minister Development and Support Services
Evaluation
Research
Planning
And
Programming
Finance & Grants Administration
Manitoba Text Book Bureau
Accounting and Internal Administration
Transportation
Asst. Dep. Minister Operations
Teacher Certification
Library, Radio & TV Film Services, and School Library Services
Correspondence
Field Officers
Professional Development
Program Development and Consultative Field Services
Student Services
Vocational
School for the Deaf

Figure 9

Organization Chart, Department of Education, Manitoba, 1973

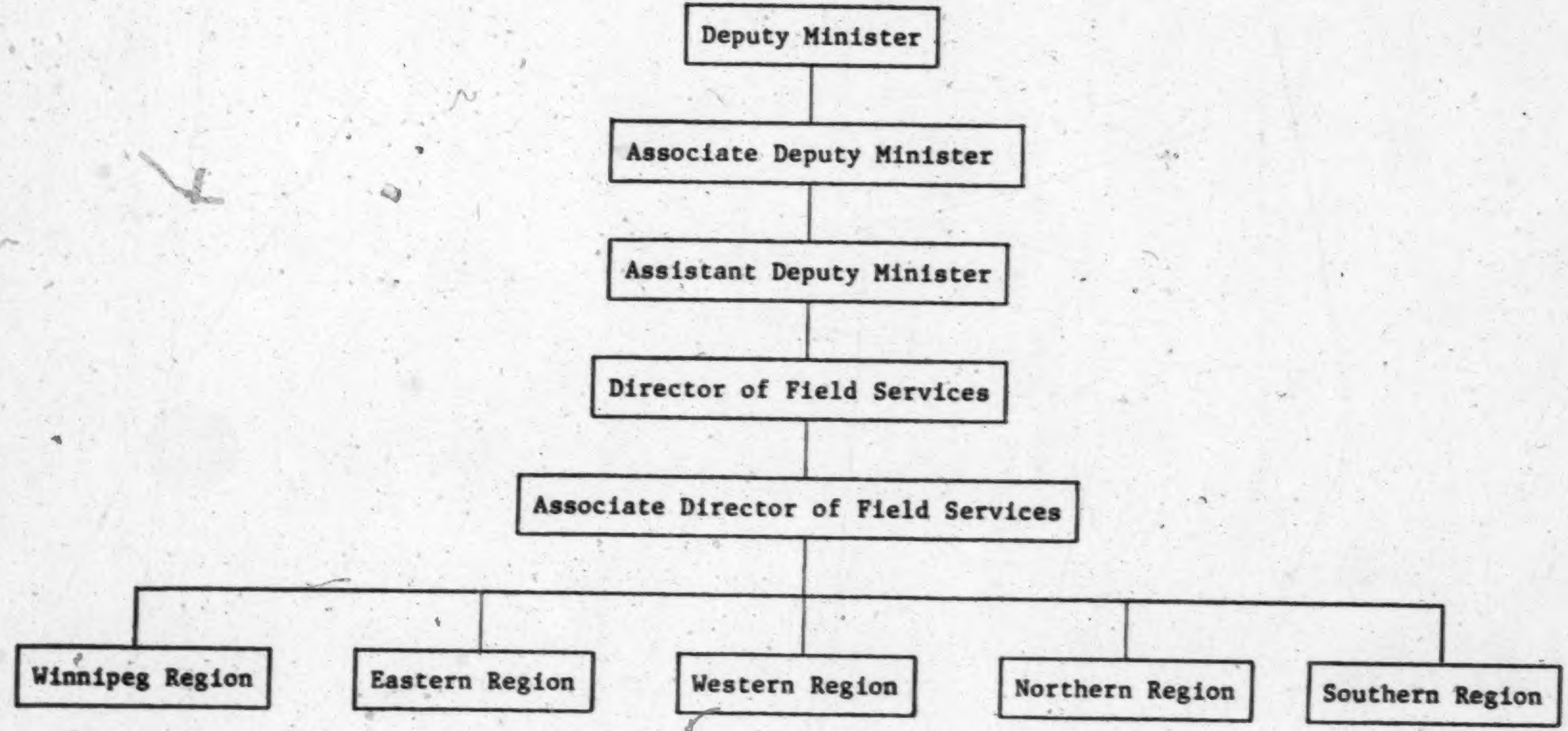

Deputy Minister
Associate Deputy Minister
Assistant Deputy Minister
Director of Field Services
Associate Director of Field Services
Winnipeg Region
Eastern Region
Western Region
Northern Region
Southern Region

Figure 10

Organization Chart, Field Services and Regional Offices, Manitoba, 1973

Clients

The numbers of school jurisdictions, schools, teachers and pupils served by each of the five Regional Offices are illustrated in Table 7. The ratios calculated between Field Officers, schools, teachers and pupils which are shown in Table 8 do not consider the number of consultants in other branches and the supervisory staff employed by local school boards.

Programs and Services

The availability of programs and services from the Regional Offices in Manitoba may be determined from Table 9. Of the 92 listed items, 61 were rated as being "available but inadequate for present demand," and 21 were "not available and not planned for the future."

GOVERNANCE

Respondents were asked to describe the nature of the relationship between Regional Offices and the Department of Education, and were offered an extract from the literature which suggested that the Regional Office was simultaneously an intermediate unit, a state agency, a service center and a regional-based agency. In Manitoba the Regional Offices are regarded as intermediate units between the Department of Education and the local school divisions, serving both, with an emphasis on consultative support services rather than regulatory functions. However, there is still some monitoring in relation to the operation of the whole system.

Table 7

School Jurisdictions, Schools, Teachers and Pupils Served by Regional Offices -- Manitoba, 1973

Region	Number of Jurisdictions	Number of Schools	Number of Teachers	Number of Pupils
Winnipeg	9 divisions	228 public	5660	115390
		32 private	307	6734
Eastern	11 divisions	155 public	2044	42096
	10 districts	13 private	21	585
Western	10 divisions	172 public	1516	30562
	1 district			
Northern	7 divisions	75 public	1137	25591
	7 districts	1 private	3	42
Southern	9 divisions	124 public	868	18045
	1 district	1 private	6	36
*Frontier School Division		33 public	281	5225
(F.S.D. + Eastern and Western Regions)		(373)	(3862)	(78468)
Totals		834	11843	244306

*Note: The Frontier School Division is scattered through the northern part of the province and served by the Regional Offices in the Eastern and Northern Regions.

Table 8

Comparison of Ratios between Field Officers, Pupils, Teachers and Schools in the Five Regions of Manitoba, 1973

Region	Numbers of Field Officers	Ratios of Numbers of Field Officers to		
		Number of Schools	Number of Teachers	Number of Pupils
Winnipeg	5	1: 52	1: 1193	1: 24425
Eastern	5	1: 34	1: 413	1: 8536
Western	5	1: 34	1: 303	1: 6112
Northern	5	1: 15	1: 228	1: 5127
Southern	5	1: 25	1: 175	1: 3616
	[Pilot Project :5 Field Officers + 7 Consultants	1: 10	1: 73	1: 1507
Frontier School Division + Eastern and Western Regions	10	1: 37	1: 386	1: 7847
Totals	25	1: 33	1: 474	1: 9772

Table 9

Availability of Programs and Services Regional Offices of Education, Manitoba, 1973

Programs and Services	Availability 1. Not Available & Not Planned for Future	2. Not Available but Planned for Future	3. Available but Inadequate for Present Demand	4. Available and Meeting Present Demand
A. PUPIL AND STAFF PERSONNEL SERVICES AND PROGRAMS				
1.0 OPERATING PROGRAMS BY REGIONAL OFFICES				
1.1 Guidance, Testing and Counselling				
Counselling students	✓			
Testing students			✓	
Vocational guidance	✓			
Psychological service to students			✓	
Psychiatric referral service		✓		
1.2 Social Work	✓			
1.3 Special Education Instruction				
Gifted children	✓			
Partially sighted children			✓	
Hard-of-hearing children			✓	
1.4 Other Special Services				
Speech screening			✓	
Speech therapy			✓	
Hearing screening			✓	
Educational research	✓			
Nursing service		✓		
Medical service	✓			
Dental service		✓		
Audio-visual service			✓	
Library service			✓	
1.5 Adult Education			✓	
1.6 Kindergarten-Early Childhood Services			✓	
1.7 In-service Education				
Conducting workshops for professional staff			✓	
Conducting workshops for non-certified staff	✓			
Providing extension classes for credit			✓	
1.8 Other (please specify):				
2.0 CONSULTANT SERVICES PROVIDED BY REGIONAL OFFICES				
2.1 Guidance, Testing and Counselling				
Counselling students	✓			
Testing students			✓	
Vocational guidance	✓			
Psychological service to students		✓		
Psychiatric referral service		✓		
2.2 Social Work	✓			
2.3 Special Education				
Gifted children	✓			
Educable children			✓	
Trainable children			✓	
Partially sighted children			✓	
Hard-of-hearing children			✓	
2.4 Other Special Services				
Speech correction			✓	
Library service			✓	
Educational research	✓			
Nursing service		✓		
Medical service	✓			
Audio-visual service			✓	
2.5 Adult Education			✓	
2.6 Kindergarten-Early Childhood Services			✓	
2.7 In-service Education				
For professional staff			✓	
For non-certified staff	✓			

Table 9 (continued)

Programs and Services	Availability			
	1.	2.	3.	4.
2.0 CONSULTANT SERVICES PROVIDED BY REGIONAL OFFICES				
2.8 Regular Instruction				
Elementary curriculum:				
Reading, Language Arts			✓	
Science			✓	
Social Studies			✓	
Mathematics			✓	
Second Language			✓	
Art			✓	
Music			✓	
Physical Education			✓	
Secondary curriculum:				
Language Arts			✓	
Science			✓	
Social Studies			✓	
Mathematics			✓	
Second Language			✓	
Business Education			✓	
Home Economics			✓	
Trade-industrial-technical			✓	
Industrial Arts			✓	
Agriculture			✓	
Art			N.A.	
Music			✓	
Physical Education			✓	
2.9 Other (please specify):				
B. GENERAL ADMINISTRATIVE SERVICES AND PROGRAMS				
1.0 OPERATING PROGRAMS BY REGIONAL OFFICES				
1.1 Maintenance of buildings and grounds	✓			
1.2 Pupil transportation	✓			
1.3 Secretarial service				✓
1.4 Legal matters			✓	
1.5 School district reorganization	✓			
1.6 Site selection and acquisition	✓			
1.7 School building programs			✓	
1.8 Public relations for local districts			✓	
1.9 Financial budgeting-purchasing-accounting			✓	
1.10 Orientation of school board members			✓	
1.11 Administrative organization			✓	
1.12 Teacher-administrator-board relations			✓	
1.13 Other (please specify):				
2.0 CONSULTANT SERVICES PROVIDED BY REGIONAL OFFICES				
2.1 Maintenance of buildings and grounds			✓	
2.2 Pupil transportation			✓	
2.3 Secretarial service	✓			
2.4 Legal matters			✓	
2.5 School district reorganization	✓			
2.6 Site selection and acquisition	✓			
2.7 School building programs			✓	
2.8 Public relations for local districts			✓	
2.9 Financial budgeting-purchasing-accounting			✓	
2.10 Orientation of school board members			✓	
2.11 Administrative organization			✓	
2.12 Teacher-administrator-board relations			✓	
2.13 Other (please specify):				

OBJECTIVES AND FUNCTIONS

No specific statement of objectives for Regional Offices was available, but extracts from a draft proposal for regional reorganization (Manitoba, Department of Education, 1973) provide the most recent indication of Departmental expectations.

"Objectives to Satisfy Expressed Needs"

1. To make available to the schools specialized professional services required to more effectively meet the needs of children experiencing emotional and learning difficulties.
2. To make available specialist consultative services in all curriculum areas.
3. To make available to the schools consultative services of personnel specialized in the curriculum support area of multiple resource centers.
4. To coordinate, and when necessary initiate, inservice programs within the region.
5. To make available to the schools professional development support services.
6. To provide additional consultative services which may be needed by divisions in the implementation of the Core report.
7. To make available to the divisions consultative services to strengthen and support the development of resource teacher programs.
8. To assist and encourage the development of Vocational education facilities and programs within the region.
9. To make available to the schools assistance in experimentation with and evaluation of existing and potential innovative programs.
10. To encourage greater community involvement and participation in educational processes.
11. To encourage further development in adult education.
12. To make available consultative services to assist in further improvement in techniques of management.
13. To assist in the increased use of modern technological developments (computers).

14. To encourage and assist schools to provide a wider choice of course offerings so as to better meet the educational needs of students especially in the smaller schools, e.g. Correspondence Branch, local resources.
15. To make available consultative services to assist in the further improvement of instruction in the French language.
16. To provide consultative services to assist schools to develop more definitively their educational philosophies and objectives and implement them with special emphasis on the development of a feeling of student self-worth and self-fulfillment.
17. To encourage the cooperative use of school and community facilities and resources.

Ranking of Functions

The ranked functions and supporting reasons as provided in the *Regional Office Questionnaire* are listed below.

Functions rated as "very important."

Rank 1. Inter-Agency Cooperation Function. The overlap of delivery of services in Health, Education and other Government departments initiated the pilot project in the Southern Region for the co-operative delivery of services.

Rank 2. Monitoring Function. This function was considered to be "very important" to gain feedback data for policy formulation.

Rank 3. Service Function. Support for this function being "very important" referred to the small population in some divisions and that required services could only be supplied economically at a regional level.

Rank 4. Developmental Function. The professional development of all personnel on a continuing basis was stated to be a constant need.

Functions rated of "moderate importance."

Rank 6. Annual audit of the financial status of school divisions. This function is required by the present Minister of Education.

Rank 7. Annual in-depth study of selected school divisions. This function is of "moderate importance" because it is used "to provide bench-marks across the region and province for comparison purposes."

Functions rated of "slight importance."

Rank 5. Administrative Function. Although ranked ahead of three other functions, this function was rated only of "slight importance" within the total framework of Departmental policy. The reasons for this stated that the administrative function of the Regional Office is a necessary maintenance function of Department operations in the field, while the annual audit is a request of the present Minister and provides information which he regards as important.

Rank 8. Regulatory-Evaluative Function. This function was ranked last and only is applied to basic financial operations because "the central authority pays the greater portion of funds."

Resource Allocation

Estimates of the financial and human resources allocated to the various functions, corresponded closely with their ranked importance. The percentage allocations are listed below:

Function	Percentage of Resources
Administrative	5
Developmental	15
Inter-Agency Cooperation	25
Monitoring	25
Regulatory	-
Service	20
Other:	
Audit and Special Studies	10

Communication

Two items on the Regional Office Questionnaire were designed to provide information on communication patterns between the Regional Office and its clients and to augment data supplied on objectives. All requests for consultative service are channeled through the local superintendent to the coordinator of the Regional Office. An active advisory committee has been instituted in one region to facilitate communication between clients and the Regional Office, and others are in the process of development.

FINANCE

Respondents were asked to specify the provisions made for the financing of the operations of each Regional Office. The intent of the item was to see if Regional Offices were free to formulate their own budgets. In Manitoba the salaries of personnel and operational costs of Regional Offices are included in the annual estimates of the Field Services Branch. The total amount budgeted for Regional Offices for 1973-74 is $778,200.

STAFFING

Qualifications

The qualifications required for appointment as a Regional Office consultant include two degrees, a teaching certificate and five years of teaching experience.

Allowances, Interchange and Staff Development

Allowances provided for Regional Office personnel are set out in Appendix E.2. The extent of cooperation and interchange between Regional Office personnel, tertiary institutions and professional organizations was described as being limited and only on a secondment basis. The budget for the operational expenditure of Regional Offices includes a ten percent allocation for "seminars and workshops in organizational development, management techniques and other educational management programs."

PHYSICAL FACILITIES

The physical facilities provided in each Regional Office were adequate, and are expanded when other services are added. None of the Regional Offices are accommodated in separated locations.

INTER-AGENCY RELATIONS

The pilot project in the Southern Region has been implemented by the Department of Education in co-operation with the Department of Health and Social Services because the two departments "share many of the same concerns when the total welfare of the child is concerned" (The Western Canadian, September 20, 1973). There has been "extensive" joint participation in regional planning between the Regional Offices and Departments of Health and Child Development Services. Participation has been of a "limited" nature in the joint use of facilities (reading laboratory personnel and some local school boards), centralized data processing (all branches use the government computer) and joint staff development (Professional Development Branch provides joint management seminars). No cooperation has been established in the joint employment of personnel or in bulk purchasing.

LEGISLATIVE STRUCTURE

There are no legislative guidelines "at the moment" related to Regional Offices. In response to the question "Are Regional Offices regarded as an integral part of the educational system?" the comment was made that "They are developing in that direction related to our government's policy of decentralization and the 'stay option'."

ASSESSMENT

Benefits

Assessment of the benefits resulting from the operation of Regional Offices referred to the easier accessibility of consultative services to local teachers. Principals too have indicated a very positive reaction to the availability of assistance on a regional basis. In terms of benefits to central office personnel such as superintendents and secretary-treasurers, communication has been improved along with "positive feedback from the action line."

The Department of Education has been able to obtain data through the Regional Offices which has assisted in the formulation of provincial policies, and at the local level the public has expressed appreciation of their involvement in advisory groups.

Success in Decentralization of Services

The achievements of Regional Offices in decentralizing services previously provided by the central office of the Department of Education were rated to be "highly successful" in the areas of evaluating individual schools and school systems and providing assistance in planning school buildings. They were only "fairly successful" in providing consultative services for teachers and system-wide programs and in the interpretation of Departmental regulations. An "undecided" response was provided for the involvement of teachers in curriculum development.

Problems

Ratings of the seriousness of 74 listed problems as they affected the operation of Regional Offices in Manitoba are tabulated in Table 10. An additional comment provided on serious problems associated with Regional Offices referred to the distribution of population in Manitoba, with half the population in Winnipeg and the balance dispersed in small urban and sparsely populated rural and northern areas.

Table 10

Problems Associated with Regional Offices, Manitoba, 1973

Problems: A. Associated with Regional Offices B. Associated with local school districts C. Associated with the Department of Education	Seriousness				
	1.	2.	3.	4.	5.
	[illegible]	[illegible]	[illegible]	[illegible]	[illegible] serious
A. Problems Associated with Regional Offices					
Obtaining qualified professional personnel		✓			
Developing courses of study and curriculum guides				✓	
Providing elementary curricular consultant services	✓				
Providing secondary curricular consultant services	✓				
Providing other special subject area services		✓			
Conducting educational research				✓	
Obtaining educational research findings				✓	
Providing programs and services for exceptional children			✓		
Obtaining financial resources			✓		
Obtaining physical space	✓				
Obtaining administrative assistance	✓				
Awareness of local school district needs		✓			
Small student populations in areas served				✓	
Large student populations in areas served				✓	
Distance and travel time			✓		
Communicating with the Department of Education	✓				
Communicating with local school districts	✓				
Coordinating programs with the Department			✓		
Coordinating programs with local school districts		✓			
Obtaining public interest and support			✓		
Developing long range planning and programs			✓		
Providing library services			✓		
Other (please specify):					
B. Problems Associated with Local School Districts					
Obtaining qualified teachers			✓		
Providing elementary instructional materials		✓			
Providing secondary instructional materials	✓				
Elementary curriculum	✓				
Secondary academic curriculum			✓		
Secondary vocational curriculum			✓		
Providing elementary guidance and counselling progs.				✓	
Providing secondary guidance and counselling progs.			✓		
Small elementary class size			✓		
Large elementary class size			✓		
Small secondary class size			✓		
Large secondary class size			✓		
Developing courses of study and curriculum guides				✓	
Providing elementary curriculum consultant services			✓		
Providing secondary curriculum consultant services			✓		
Providing programs and services for exceptional children		✓			
Providing in-service training programs for professional personnel		✓			
In-service training programs for non-professional personnel			✓		
Conducting educational research				✓	
Obtaining educational research findings				✓	
Providing audio-visual programs and services		✓			
Providing health services and programs			✓		
Obtaining financial resources			✓		
Obtaining physical space	✓				
Providing transportation programs	✓				
Providing custodial and maintenance services			✓		
Developing school policies		✓			
Orienting school board members			✓		
Obtaining administrative assistance	✓				
Obtaining secretarial and clerical assistance	✓				
Obtaining public interest and support			✓		
Maintaining teacher-administrator-board relations		✓			
Providing administrative services		✓			
Providing business management services		✓			
Providing adult education programs			✓		
Developing long range planning			✓		
Other (please specify):					
C. Problems Associated with the Department of Education					
Obtaining qualified professional personnel	✓				
Developing courses of study and curriculum guides		✓			
Providing elementary curricular consultant services			✓		
Providing secondary curricular consultant services			✓		
Providing other special subject consultant services			✓		
Conducting educational research				✓	
Obtaining financial resources			✓		
Obtaining physical space			✓		
Obtaining administrative assistance		✓			
Awareness of local school district needs			✓		
Distance and travel time			✓		
Communication with local school districts	✓				
Coordinating programs within the Department			✓		
Coordinating programs with local districts			✓		
Obtaining public interest and support			✓		
Developing long range planning				✓	
Other (please specify):					

PERCEPTIONS OF A SENIOR ADMINISTRATOR IN THE PROVINCIAL DEPARTMENT OF EDUCATION

The respondent interviewed in the Manitoba Department of Education was at the level of Assistant Deputy Minister and had been closely involved with the initial planning and implementation of the pilot Regional Office project in the Southern Region. The basic rationale for the new direction being taken noted that because services have not been available when needed and because the Department in the past has not been sufficiently "aggressive," a new role has become necessary in which the Department through its Regional Offices can "reach out and work with local communities and help to overcome their needs." "Inspection visits" employed in the past have not provided educational leadership, and limited confidence was placed in the arrangement where school systems send in to head office their requests for assistance. Fundamental to the pilot project is the principle that the Regional Offices are not just a service to be called upon, but most show the way -- theirs is to be a "program of action rather than reaction."

In contrast to the apparent philosophy expounded by some respondents, there were two basic objectives that were consistently referred to by the respondent from the Manitoba Department of Education. One objective was "to sell at a low key" the consultative services available to teachers and school boards and "develop confidence that the Department isn't trying to take over." A second objective was to "provide an equalization of services to small rural school jurisdictions."

The perceived benefits derived from the Regional Office system included a reduction in the number of staff required at the Department level. Although this could produce economies, increased grants were anticipated to enable school systems to upgrade their services. At the school level the local involvement of citizens will result in "an improvement of standards and meeting of needs." The motivation of pupils through appropriate programs, the personal interest taken in teachers, and an understanding of the principal's work will all increase. At the school system level benefits are anticipated because "the Department has offered services to be used and guaranteed performance."

Although the perceptions of the respondent focussed on the enthusiasm for the pilot project, there was an awareness of problem areas. Specific problems noted were a reluctance to change, no clear understanding of goals and "the difficulty of moving a structure that has been in existence for many years, and using the same people." Future plans for the development of Regional Offices in Manitoba will be based on an extension of pilot projects to other regions in cooperation with the Department of Health and Social Development.

PERCEPTIONS OF A SENIOR ADMINISTRATOR IN THE PROVINCIAL TEACHER ORGANIZATION

An interview with a representative of the Manitoba Teachers' Society (M.T.S.) highlighted two observations. Firstly, there is a perception within the M.T.S. that the Department of Education has not involved other organizations in its planning for Regional Offices, and secondly, that a potential for mutual cooperation goes untapped when two organizations are unaware of their agreement on basic principles.

In common with many provincial teacher and trustee organizations, the M.T.S. respondent admitted that there had been "limited experience with Regional Offices." An M.T.S. rationale for Regional Offices would emphasize that all related government services should be co-ordinated, but this becomes difficult when governments are reluctant to change their structure. The perceived rationale of the Department of Education in introducing Regional Offices was "to provide a service that the Department thinks is important to the Department if not the school jurisdictions."

In relation to the objectives for Regional Offices, the respondent emphasized that "professionals" must have "more say," but recognized that as long as the provincial government is paying the major cost of education there will be a trend for more supervision.

No specific benefits of Regional Offices were offered. The respondent perceived that there was a dilemma in the trend towards centralization of finances and administration, and decentralization of services -- "what meaningful decisions can be made at the local level when the bookkeepers are located centrally?"

One perceived problem was that the M.T.S. was not consulted about a rationale for Regional Offices -- "it was a Departmental decision." In relation to the personnel employed in Regional Offices, they were perceived to be former inspectors and doubts were expressed about their level of expertise.

> The chances of these inspectors being successful aren't too good and it is unlikely that they will perform very differently to the way they did in the past as inspectors.

The respondent perceived that while there has been some prescription of decentralization, future results in Regional Office development will see greater centralization of government control in education. There was a strong conviction that the Regional Office system was "centralization under the guise of decentralization."

PERCEPTIONS OF TWO SENIOR ADMINISTRATORS IN THE PROVINCIAL SCHOOL TRUSTEES ORGANIZATION

The representatives of the Manitoba Association of School Trustees (M.A.S.T.) who were interviewed, observed that the Association had not yet had the opportunity to develop a policy on regionalization of educational services. In reflecting the perceptions of trustees they noted that there was an expectation that Regional Offices will result in better service, and a fear that was expressed in the following manner.

> The fear of the trustees is that this is the first step to regionalizing everything, and that they are very much against . . . they see it as a first step to forming regional boards and total administration of a region rather than by local divisions. . . . They are also saying "Is this just another way for the Department of Education to run the show more than it is?"

In summing up the trustees' perceptions of the rationale for the introduction of Regional Offices the comment was made that "many trustees think it's a move to provide more efficient services and a greater equality of services."

A major benefit to be derived from the operation of Regional Offices arises from a situation where "trustees, and administrators and teachers don't know what is available in the Department." One of the perceived benefits arising from the pilot project based at Morden in the Southern Region was noted in this way.

> There will be one very large advantage to trustees when these Regional Offices are established -- now you'll have people in Morden -- curriculum consultants, budget consultants, special education consultants and professional development consultants -- suddenly these people [trustees] will realize that such people exist.

The only problem area raised by the respondents was in communication. M.A.S.T. was not involved in the planning or later discussions on the pilot project -- "we don't always know what's available in the Department, and if we don't, trustees in the province will only know one-tenth of what we do." Because of limited experience with Regional Offices there was hesitation in recommending changes in their operation -- "the role of field officers needs to be defined and communicated to trustees . . . and the Department has to allay some fears." The prediction was made that while regionalized services will develop, regional administrative units will not eventuate and there may even be a trend back to smaller units.

SUMMARY

Regional offices were established at five centres in Manitoba in 1967 for the team operations of school inspectors. This action was brought about by the introduction of large unitary school divisions and the local appointment of superintendents. Five field officers are based in each Regional Office, one of whom acts as coordinator and special consultants are located at the head office in Winnipeg. Neither programs nor services were considered to be "meeting present demand." Those considered to be "inadequate for present demand" included programs and services in pupil and staff personnel (guidance, special education, adult education, early childhood education, in-service education and regular instruction) and all of the programs and services in general administration. Four functions of the Regional Offices rated as "very important" are, (1) inter-agency cooperation function, (2) monitoring function, (3) service function, and (4) developmental function. The easier accessibility of consultative services to teachers and the provision of data to the Department of Education to assist in policy formulation were noted as benefits resulting from the operation of Regional Offices. They have also been "highly successful" in evaluating individual schools and school systems and providing assistance in the planning of school buildings. Problems rated as "serious" for Regional Office operation were the development of courses of study and curriculum guides, conducting educational research, obtaining educational research findings and the uneven distribution of population.

Chapter 6

REGIONAL OFFICES OF EDUCATION IN SASKATCHEWAN

In 1971-72 changes were made in the structure and organization of the Saskatchewan Department of Education to achieve the following objectives (Saskatchewan Department of Education, 1973:7).

> . . . to reflect a stronger emphasis on the consultative roles of the Department, in part to give effect to further decentralization of line functions and to improve co-ordination of program branches, and in part to strengthen departmental capabilities in research, planning and development.

One of the assumptions on which this Canada-wide study was based was the dependence on respondents to provide comprehensive and accurate information. While the data on which this chapter is based are at times very superficial, there is sufficient material to indicate the extent of Regional Office development in Saskatchewan. A follow-up study to supplement this data is recommended.

EXTENT

Establishment

In addition to the policy statement quoted above, the reasons stated for the establishment of Regional Offices in Saskatchewan were that "there was an assumed need to decentralize educational services and to have some decision making at a local level." A map of the six educational regions in Saskatchewan is presented in Figure 11. The perceptions of a senior administrator

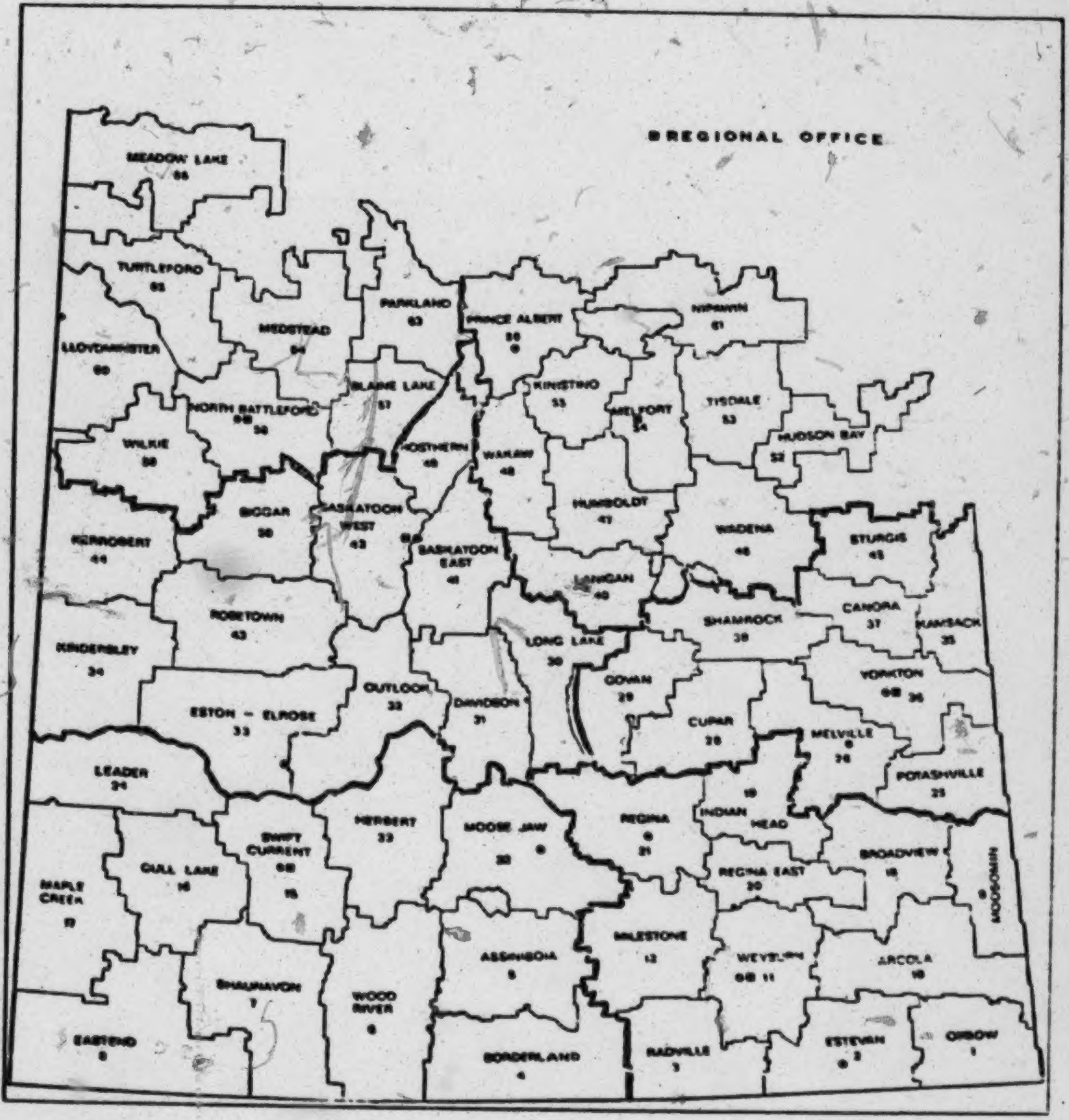

● REGIONAL OFFICE
MEADOW LAKE
TURTLEFORD
MEDSTEAD
PARKLAND
PRINCE ALBERT
NIPAWIN
LLOYDMINSTER
BLAINE LAKE
NORTH BATTLEFORD
KINISTINO
MELFORT
TISDALE
HUDSON BAY
WILKIE
ROSTHERN
WAKAW
BIGGAR
SASKATOON WEST
SASKATOON EAST
HUMBOLDT
WADENA
STURGIS
KERROBERT
LANIGAN
ROSETOWN
SHAMROCK
CANORA
KAMSACK
KINDERSLEY
LONG LAKE
GOVAN
YORKTON
OUTLOOK
DAVIDSON
ESTON - ELROSE
CUPAR
MELVILLE
LEADER
POTASHVILLE
INDIAN HEAD
HERBERT
MOOSE JAW
REGINA
SWIFT CURRENT
GULL LAKE
BROADVIEW
REGINA EAST
MAPLE CREEK
MOOSOMIN
MILESTONE
ASSINIBOIA
WEYBURN
ARCOLA
SHAUNAVON
WOOD RIVER
EASTEND
BORDERLAND
RADVILLE
ESTEVAN
OXBOW

Figure 11

Educational Regions in Saskatchewan

on the rationale behind the establishment of Regional Offices are provided in a final section at the end of this chapter.

Organization

Regional Offices in Saskatchewan are administered by the Supervisory Services Branch of the Department of Education. This Branch consists of four sections: Superintendence, Vocational-Technical Programs, Teacher Services, and Guidance and Special Education. Its stated objectives (Saskatchewan Department of Education, 1973:33) are:

> To improve the quality of education and to equalize educational opportunity by providing information, guidance and consultative services to school boards, educators, parents and students with respect to teacher certification, organization of schools, program offerings and special services to handicapped children.

An organization chart of the Department of Education is illustrated in Figure 12.

Personnel

Each Regional Office is staffed by a Regional Superintendent, Assistant Regional Superintendent and a secretary. Program consultants are based in the central office at Regina and are appointed to the following areas.

Physical Education - 2

French - 2

Industrial Arts - 1

Special Education - 2

Guidance - 1

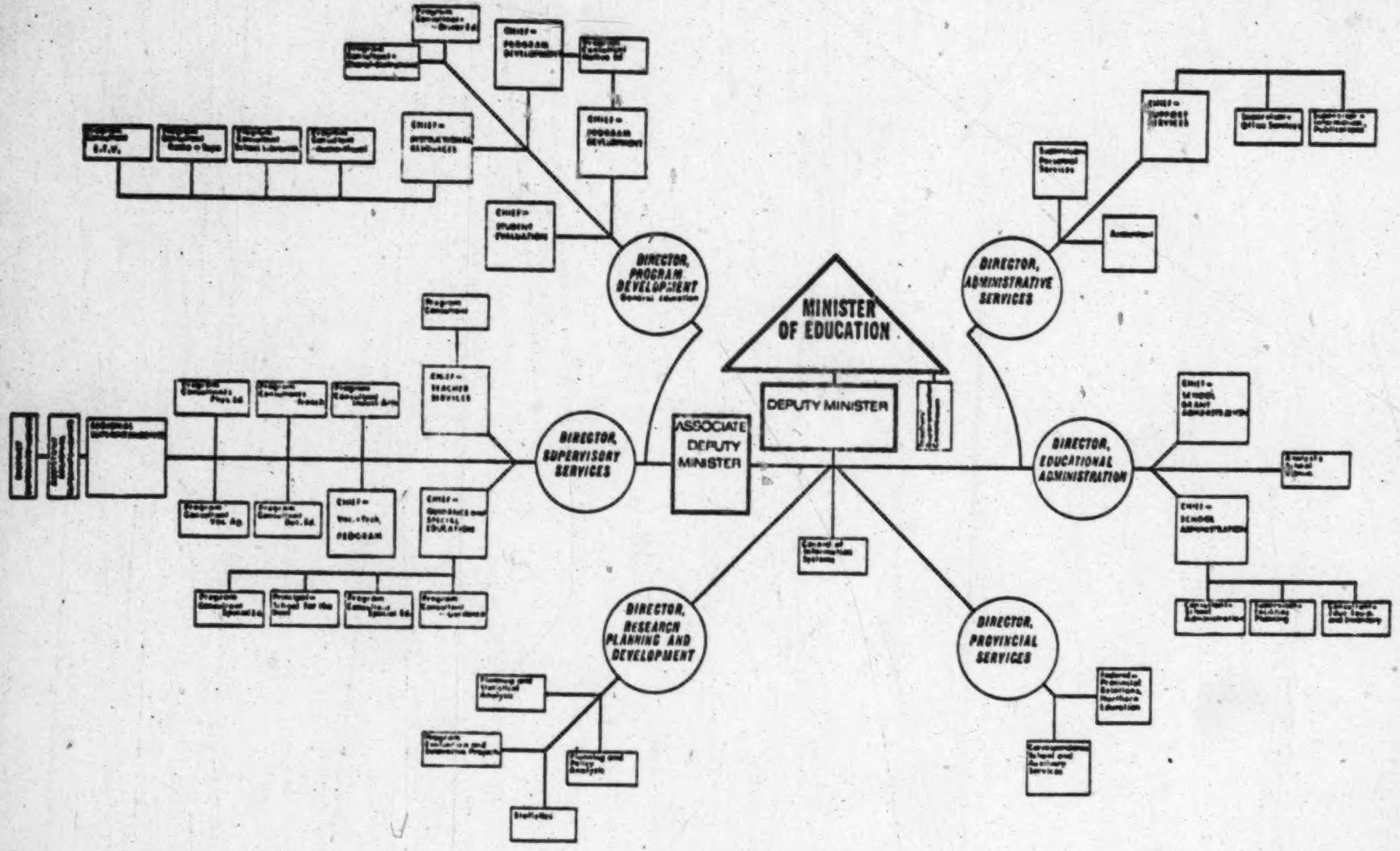

MINISTER OF EDUCATION
DEPUTY MINISTER
ASSOCIATE DEPUTY MINISTER
DIRECTOR, PROGRAM DEVELOPMENT
DIRECTOR, ADMINISTRATIVE SERVICES
DIRECTOR, SUPERVISORY SERVICES
DIRECTOR, EDUCATIONAL ADMINISTRATION
DIRECTOR, RESEARCH PLANNING AND DEVELOPMENT
DIRECTOR, PROVINCIAL SERVICES

Figure 12

Organization Chart Department of Education, Saskatchewan, 1973

Other program consultants are located in the Program Development Branch and cover Audio-Visual services, Libraries, Music, Driver Education and Native Education. The salary ranges for branch director, regional superintendents, program consultants and secretarial staff are listed below. (Salary ranges were due to be revised October, 1973).

Position	Salary Range
Director	$17544 - 22040
Regional Superintendent	$15924 - 20316
Assistant Regional Supt.	$15168 - 19344
Program Consultant	$13116 - 16716
Secretary	$ 4248 - 5448

Clients

The numbers of school jurisdictions, schools, teachers and pupils served by each Regional Office are presented in Table 11. Regions 1 and 4 have some responsibility for the two largest cities of Regina and Saskatoon. Because the school boards in these cities have their own supervisory personnel the work load of the Regional Office is reduced to some extent. With a Regional Superintendent and Assistant located in each Regional Office the ratio between supervisory staff and pupils, teachers and schools is readily determined. As the eight program consultants of the Supervisory Services Branch are located in the central office, province-wide ratios of consultants and superintendent personnel to pupils, teachers and schools have been calculated and are presented in Table 12.

Table 11

School Jurisdictions, Schools, Teachers and Pupils
Served by Regional Offices -- Saskatchewan, 1973

REGION	APPROX. AREA (Sq. Miles)	Number of			
		Jurisdiction	Schools	Teachers	Pupils*
1.	15,000	11 units 3 cities	219	2664	62903
2.	27,000	11 units 2 cities	171	1473	30384
3.	14,000	9 units 2 cities	126	1150	24053
4.	19,000	11 units 1 city	211	2477	54831
5.	16,000	10 units 1 city	169	1641	35976
6.	16,000	8 units 2 cities	152	1344	27871
Totals			1048	10749	236018

*Enrolments include kindergarten students.

Table 12

Comparison of Ratios between Regional Office Personnel and Program Consultants for Pupils, Teachers and Schools in the Six Regions of Saskatchewan, 1973

Region	Numbers of Supervisory Personnel	Ratios of Numbers of Supervisory Personnel to		
		Number of Schools	Number of Teachers	Number of Pupils
1.	2	1: 109	1: 1332	1: 31451
2.	2	1: 85	1: 736	1: 15192
3.	2	1: 63	1: 575	1: 12026
4.	2	1: 105	1: 1238	1: 27415
5.	2	1: 84	1: 820	1: 17988
6.	2	1: 76	1: 672	1: 13935
Total:				
Regional Offices	12	1: 87	1: 896	1: 19668
Regional Offices and central consultants	20 [12 Regional Offices Supts. + 8 Program Consultants]	1: 52	1: 537	1: 11801

Programs and Services

The availability of programs and services from Regional Offices was divided according to those directed at pupil and staff personnel and those of a general administrative nature.

Pupil and staff personnel services and programs.

1. Operating programs. Programs in guidance, testing, counselling, social work and special education instruction were listed as "not available but planned for the future." Other special services such as speech and hearing screening, and services in adult and early childhood education were "not available and not planned for the future." In the area of in-service education workshops for professional staff were "available and meeting present demand," workshops for non-certified staff were "available but inadequate for present demand" and extension classes for credit were "not available and not planned for the future."

2. Consultant services. A major transfer of consultative services to the Regional Office is planned ("not available but planned for the future") for a full range of special services. Consultative service in the area of adult education was "not available and not planned for the future." For in-service education, the availability of consultants was the same as for related operating programs. The listing of consultant services in the various regular instruction areas was not applicable, as consultants are still based at the head office.

General administrative services and programs. Most of the operating programs and consultant services provided by Regional Offices were rated as being "available and meeting present demand." Two exceptions were in consultant services in the orientation of school board members ("not available and not planned for the future") and teacher-administrator-board relations ("available but inadequate for present demand").

GOVERNANCE

In an attempt to determine the relationship of Regional Offices to the Department of Education, respondents were asked to react to the view that the Regional Office is simultaneously an intermediate unit, a state agency, a service center and a regional-based agency. No elaboration was provided in the response beyond the statement that all of the above viewpoints applied "to some degree." Another perspective is provided in the following extract from an annual report (Saskatchewan Department of Education, 1973:33).

> Regional superintendents continued to perform as decentralized representatives of the department in co-ordinating the efforts of district superintendents, acting as liaison officers for the department and providing consultative services to school boards and educators in the areas of finance, buildings, and programs for virtually all aspects of education.

OBJECTIVES AND FUNCTIONS

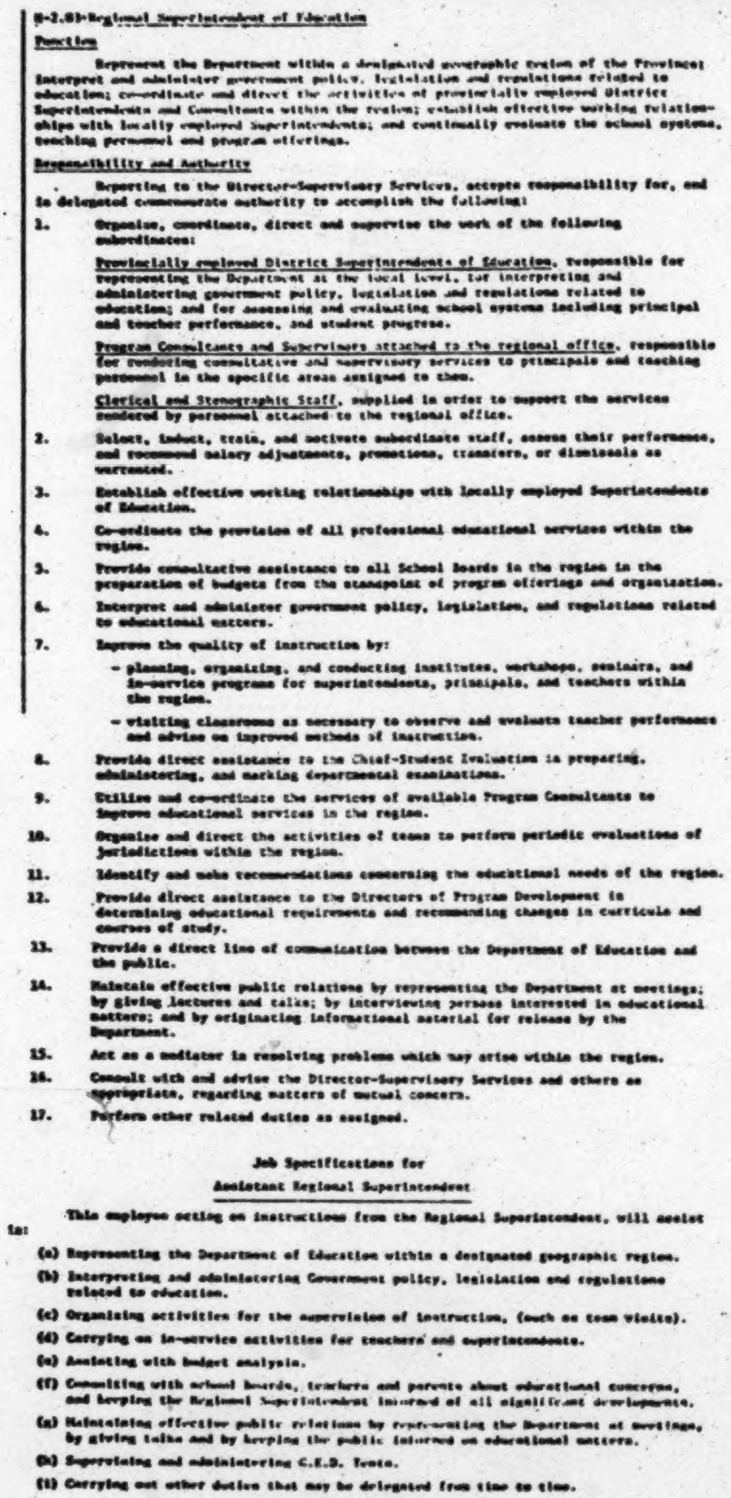
No statement was available of specific objectives for Regional Offices of Education in Saskatchewan but the job specifications of the Regional Superintendent and Assistant Regional

Superintendent (Figure 13) reflect Department of Education expectations. In the *Regional Office Questionnaire* (Appendix D), one item directed at a ranking of functions produced some confusion. "School board budget analysis and review" was added as another function of the Regional Office but could have been included in the listed regulatory-evaluatory function. In the ranking of functions and rating of their importance, the monitoring function was ranked second, but was only of "moderate importance" within the total framework of Departmental policy. The seven functions are listed below:

Rank order	Function	Importance
1.	Service	"Very important"
2.	Monitoring	"Moderate importance"
3.	School board budget analysis and review	"Very important"
4.	Developmental	" "
5.	Administrative	"Moderate importance"
6.	Regulatory-evaluatory	" "
7.	Inter-agency Cooperation	" "

Communication

Two brief items were designed to provide data to supplement statements of objectives and the ordering of functions. The need to channel all requests for consultative service for teachers through the district superintendent for example, has implications for the importance attached to the service function of Regional Offices. The



8-2.03-Regional Superintendent of Education

Function

Represent the Department within a designated geographic region of the Province; interpret and administer government policy, legislation and regulations related to education; co-ordinate and direct the activities of provincially employed District Superintendents and Consultants within the region; establish effective working relationships with locally employed Superintendents; and continually evaluate the school systems, teaching personnel and program offerings.

Responsibility and Authority

Reporting to the Director-Supervisory Services, accepts responsibility for, and is delegated commensurate authority to accomplish the following:

1. Organize, coordinate, direct and supervise the work of the following subordinates:

   Provincially employed District Superintendents of Education, responsible for representing the Department at the local level, for interpreting and administering government policy, legislation and regulations related to education; and for assessing and evaluating school systems including principal and teacher performance, and student progress.

   Program Consultants and Supervisors attached to the regional office, responsible for rendering consultative and supervisory services to principals and teaching personnel in the specific areas assigned to them.

   Clerical and Stenographic Staff, supplied in order to support the services rendered by personnel attached to the regional office.

2. Select, induct, train, and motivate subordinate staff, assess their performance, and recommend salary adjustments, promotions, transfers, or dismissals as warranted.

3. Establish effective working relationships with locally employed Superintendents of Education.

4. Co-ordinate the provision of all professional educational services within the region.

5. Provide consultative assistance to all School Boards in the region in the preparation of budgets from the standpoint of program offerings and organization.

6. Interpret and administer government policy, legislation, and regulations related to educational matters.

7. Improve the quality of instruction by:

   - planning, organizing, and conducting institutes, workshops, seminars, and in-service programs for superintendents, principals, and teachers within the region.
   - visiting classrooms as necessary to observe and evaluate teacher performance and advise on improved methods of instruction.

8. Provide direct assistance to the Chief-Student Evaluation in preparing, administering, and marking departmental examinations.

9. Utilize and co-ordinate the services of available Program Consultants to improve educational services in the region.

10. Organize and direct the activities of teams to perform periodic evaluations of jurisdictions within the region.

11. Identify and make recommendations concerning the educational needs of the region.

12. Provide direct assistance to the Directors of Program Development in determining educational requirements and recommending changes in curricula and courses of study.

13. Provide a direct line of communication between the Department of Education and the public.

14. Maintain effective public relations by representing the Department at meetings; by giving lectures and talks; by interviewing persons interested in educational matters; and by originating informational material for release by the Department.

15. Act as a mediator in resolving problems which may arise within the region.

16. Consult with and advise the Director-Supervisory Services and others as appropriate, regarding matters of mutual concern.

17. Perform other related duties as assigned.

Job Specifications for

Assistant Regional Superintendent

This employee acting on instructions from the Regional Superintendent, will assist in:

(a) Representing the Department of Education within a designated geographic region.

(b) Interpreting and administering Government policy, legislation and regulations related to education.

(c) Organizing activities for the supervision of instruction, (such as team visits).

(d) Carrying on in-service activities for teachers and superintendents.

(e) Assisting with budget analysis.

(f) Consulting with school boards, teachers and parents about educational concerns, and keeping the Regional Superintendent informed of all significant developments.

(g) Maintaining effective public relations by representing the Department at meetings, by giving talks and by keeping the public informed on educational matters.

(h) Supervising and administering G.E.D. Tests.

(i) Carrying out other duties that may be delegated from time to time.

Figure 13

Job Specifications of the Regional Superintendent and Assistant Superintendent -- Saskatchewan use of advisory groups to facilitate communication between the Regional Office and its clients was described as being "minimal."

STAFFING

The qualifications required for appointment to a Regional Office include "two degrees one of which must be in education, plus several years successful teaching experience."

Allowances, Interchange and Staff Development

Allowances provided for Regional Office staff are set out in Appendix E.3. There has only been occasional cooperation and interchange between Regional Office personnel, tertiary institutions and professional organizations. No special allocations are made in the Regional Offices budget for staff development.

PHYSICAL FACILITIES

The physical facilities for the provision of programs and services in each Regional Office were considered to be almost adequate, but more satisfactory arrangements are planned. None of the facilities are accommodated in separated locations.

INTER-AGENCY RELATIONS

Regional Offices in Saskatchewan have established "limited" relationships with other government departments in the joint employment of personnel (an educational psychologist is employed by the Department of Health) and in joint participation in regional planning. No joint participation was reported in other listed areas, but there was an indication that these may develop in the future.

LEGISLATIVE STRUCTURE

There is no specific legislation in Saskatchewan which governs the administration of Regional Offices, but they are regarded as an integral part of the educational system.

ASSESSMENT

A section of the Regional Office Questionnaire focussed on the benefits, success and problems of Regional Offices. Although it was "too early to tell" what benefits have resulted from the operation of Regional Offices in Saskatchewan, in the decentralization of services previously provided by the central office of the Department of Education, the Regional Offices have been "highly successful" in evaluating school systems, and "fairly successful" in providing consultative services for system-wide programs and for teachers, interpreting regulations and evaluating individual schools. The involvement of teachers in curriculum development and the provision of assistance in planning school buildings, were areas in which the Regional Offices were assessed to be "fairly unsuccessful."

Respondents were asked to rate the seriousness of 74 possible problems as they affected the operation of Regional Offices, and results are tabulated in Table 13.

Table 13

Problems Associated with Regional Offices, Saskatchewan, 1973

Problems: A. Associated with Regional Offices B. Associated with local school districts C. Associated with the Department of Education	Seriousness				
	1.	2.	3.	4.	5.
A. Problems Associated with Regional Offices					
Obtaining qualified professional personnel	✓				
Developing courses of study and curriculum guides					
Providing elementary curricular consultant services				✓	
Providing secondary curricular consultant services		✓			
Providing other special subject area services					✓
Conducting educational research					
Obtaining educational research findings		✓			
Providing programs and services for exceptional children		✓			
Obtaining financial resources		✓			
Obtaining physical space		✓			
Obtaining administrative assistance	✓				
Awareness of local school district needs			✓		
Small student populations in areas served			✓		
Large student populations in areas served			✓		
Distance and travel time					✓
Communicating with the Department of Education		✓			
Communicating with local school districts		✓			
Coordinating programs with the Department		✓			
Coordinating programs with local school districts		✓			
Obtaining public interest and support			✓		
Developing long range planning and programs				✓	
Providing library services					✓
Other (please specify):					
B. Problems Associated with Local School Districts					
Obtaining qualified teachers		✓			
Providing elementary instructional materials		✓			
Providing secondary instructional materials		✓			
Elementary curriculum		✓			
Secondary academic curriculum		✓			
Secondary vocational curriculum		✓			
Providing elementary guidance and counselling progs.			✓		
Providing secondary guidance and counselling progs.			✓		
Small elementary class size			✓		
Large elementary class size	✓				
Small secondary class size			✓		
Large secondary class size	✓				
Developing courses of study and curriculum guides	✓				
Providing elementary curriculum consultant services	✓				
Providing secondary curriculum consultant services	✓				
Providing programs and services for exceptional children		✓			
Providing in-service training programs for professional personnel			✓		
In-service training programs for non-professional personnel			✓		
Conducting educational research					
Obtaining educational research findings	✓				
Providing audio-visual programs and services		✓			
Providing health services and programs		✓			
Obtaining financial resources		✓			
Obtaining physical space		✓			
Providing transportation programs			✓		
Providing custodial and maintenance services	✓				
Developing school policies		✓			
Orienting school board members		✓			
Obtaining administrative assistance	✓				
Obtaining secretarial and clerical assistance	✓				
Obtaining public interest and support		✓			
Maintaining teacher-administrator-board relations			✓		
Providing administrative services			✓		
Providing business management services			✓		
Providing adult education programs		✓			
Developing long range planning				✓	
Other (please specify):					
C. Problems Associated with the Department of Education					
Obtaining qualified professional personnel	✓				
Developing courses of study and curriculum guides	✓				
Providing elementary curricular consultant services	✓				
Providing secondary curricular consultant services	✓				
Providing other special subject consultant services		✓			
Conducting educational research	✓				
Obtaining financial resources		✓			
Obtaining physical space			✓		
Obtaining administrative assistance		✓			
Awareness of local school district needs		✓			
Distance and travel time			✓		
Communication with local school districts			✓		
Coordinating programs within the Department		✓			
Coordinating programs with local districts		✓			
Obtaining public interest and support		✓			
Developing long range planning			✓		
Other (please specify):					

PERCEPTIONS OF A SENIOR ADMINISTRATOR IN THE PROVINCIAL DEPARTMENT OF EDUCATION

The respondent interviewed in the provincial Department of Education was at the level of branch director. In a reorganization of the Department of Education six regional superintendents were appointed in December, 1969 to begin the idea of Regional Offices; six assistant regional superintendents were appointed in August, 1972. Before this change there were six high school superintendents who exercised a supervisory function in conjunction with provincial and local superintendents. The perceived rationale for the introduction of Regional Offices focussed on two major factors.

1. "The high school superintendent would become a regional superintendent with responsibility for his region -- so there was a movement of authority from headquarters . . . out to the Regional Offices."

2. There was "a real concern right across North America for a decentralization of power, and this [the Regional Office] is one step in a process." The concern for decentralization of power was stated to be "very much an internal Departmental move rather than a grass roots movement."

One of the main concerns of the Regional Office system in Saskatchewan appears to be a function of school board budget analysis and review, and to support this position the respondent stated:

> The Minister has to have field people out there that will keep him informed on developments. I don't see how we could be effective in maintaining any financial stability to education without the services of the Regional Superintendents.

The objectives of Regional Offices in Saskatchewan are evolving and the respondent indicated that role expectations vary and "people out there are not quite sure what the role of the Regional Office is." All superintendents in a region are directly responsible to the Regional Office and a major objective is to provide them with advice and consultation. A second major objective for the Regional Office through its superintendent is "to represent the Department within a geographic region, to interpret and administer Government legislation and regulations related to education and to coordinate the activities of the provincially employed superintendents."

The respondent experienced difficulty in being specific about the benefits derived from the operation of Regional Offices, but the following points were noted.

1. Eventually Regional Offices "will bring a closer belonging . . . of teaching staff and trustees to the region rather than to the Department."

2. At the Department level, the regional superintendents are needed "to help in directing the traffic." Because they are more directly associated with school systems they can exert "a real impact" on budgets, and their intimate knowledge of schools and the region provides a two-way benefit for regional systems and the Department.

3. The previous system of high school superintendents tended to overlook the needs of elementary teachers, but the work of regional superintendents and consultants has brought "new dimensions" to all teachers.

Acceptance of decentralization of authority in all branches of the Department has been the most serious problem in establishing Regional Offices. There have been three aspects of decision making to create concern -- what kinds of decisions can either be made in the region, referred to the Department or made primarily in the Department. Developing from this problem have been the difficulties encountered in operationalizing Regional Offices. Although there have been job specifications and objectives, the Department, Regional Office personnel and clients have not always been sure of the direction in which developments should go. A final problem referred to was in the area of limited personnel. With only one consultant in guidance and two consultants in special education for the entire province there is difficulty in meeting demands for service.

Arising from this latter problem are plans to develop the number of personnel in Regional Offices. In addition to providing physical education and special education consultants for each Regional Office, in-service work in program implementation will be assisted by bringing in experts from schools on a contractual basis. Predictions for future trends in Regional Office development noted that with more personnel and a reduced pre-occupation with budget analysis there will be more consultative service in program development.

PERCEPTIONS OF A SENIOR ADMINISTRATOR IN THE PROVINCIAL SCHOOL TRUSTEE ORGANIZATION

The perceptions of a senior administrator in the Saskatchewan

Association of School Trustees were prefaced by comments on the role of school boards in relation to Regional Offices and the Department of Education.

> School boards have a place in the sun . . . school board operation of schools pre-dates provincial government operation of schools and we just wonder who has the prior right to operate schools anyway -- is it the provincial government or the school boards? We think it's the school boards. There is an independent function for school boards, and provincial governments are constantly making intrusions into school board prerogatives . . . and we'd like to get them off our back.

An admitted suspicious approach to the rationale for Regional Offices, sees them as a "tentacle arrangement making it all the more easy for the provincial government to be influential at the expense of school boards." In relation to the service function of Regional Offices, there was a perception that "the service function may have been overemphasized in relation to what it really is."

> These things [Regional Offices] came about at the same time as budget reviews and analysis -- this is why we are suspicious -- maybe they've been introduced on the grounds of being a service function, but maybe it has been to get a more influential role in decision making.

The perceived objectives of Regional Offices were seen within the framework of increasing governmental control through provincial collective bargaining with teachers, budget review and analysis and school councils -- "the whole thing is painted with this brush of suspicion."

Comments were made on the perceived benefits to be derived from the operation of Regional Offices. At the Department level, there is more possibility of getting "closer to the action." The respondent was unable to suggest any benefits to be derived for schools and teachers, and this observation is puzzling in view of the proclaimed role for school trustees. Commenting on the benefits for school systems and trustees the respondent noted that "if the Department gains in influence, then the converse is true for school boards."

The problems encountered by school boards in their relations with Regional Offices are inherent in most of the previous comments. Specifically, there was a criticism that the influence exerted by the regional superintendent was "offensive" to school boards.

In response to the question "What changes would you recommend for the administration of Regional Offices in your province?" The following comment was provided.

> We would like to see a Government . . . restore some faith in the ability of school boards to operate schools . . . and really demonstrate some belief in local control . . . which would require a great deal of backing off in some of these things, Regional Offices included.

Any predictions for the future development of Regional Offices were regarded probably as "wishful thinking," but this concluding assessment of the situation was made.

> I imagine that the Government has the bit in its mouth and is going to press on . . . the role of school boards is very much in jeopardy and they may be steamrollered.

SUMMARY

In 1971-72 there was a restructuring and reorganization of the Saskatchewan Department of Education to emphasize its consultative role and to further decentralize line functions. Each of the six Regional Offices that were formed has a regional superintendent and an assistant regional superintendent, with program consultants being based at the head office in Regina. Most operating programs and services in general administration are rated as being "available and meeting present demand." Operating programs are available in the pupil and staff personnel area for in-service education for professional and non-certified staff. Consultative services in regular instruction are not available from the Regional Offices. Three functions considered to be "very important" for Regional Offices are, (1) service function, (2) school board budget analysis and review, and (3) developmental function. Regional Offices have not been in operation for a sufficiently long period to suggest derived benefits, but they have been highly successful in decentralizing school system evaluation. Problems rated as "very serious" include the provision of special subject area services, distances and travel time in the various regions, and establishing library services.

Chapter 7

REGIONALIZATION OF INSPECTORAL UNITS IN NOVA SCOTIA

EXTENT

Establishment

The functions performed by Regional Offices of Education in other Canadian provinces are in Nova Scotia the joint responsibility of Inspection Services through 15 Inspectoral Divisions or Units and Specialist Services. A map indicating the boundaries of these Units and location of offices is presented in Figure 14. School inspectors were first appointed in Nova Scotia in the late 1800's and the position has continued since that time. The number of Inspectoral Unit Offices has varied, reaching a maximum of 18, with 15 currently in operation. Each Unit Office is staffed by an inspector (with the exception of Hants West and Richmond), and three of the Offices have in addition a divisional supervisor whose function is to assist in the supervision of education.

At one time the supervisory function was considered a very important function of the inspector, and little supervision was done in school systems by locally employed personnel. Over the last 20 years, local school boards have begun to employ administrative and supervisory staffs who are responsible for the administration of the local school system and assist the board in planning its programs and conducting in-service training. The plans for these procedures

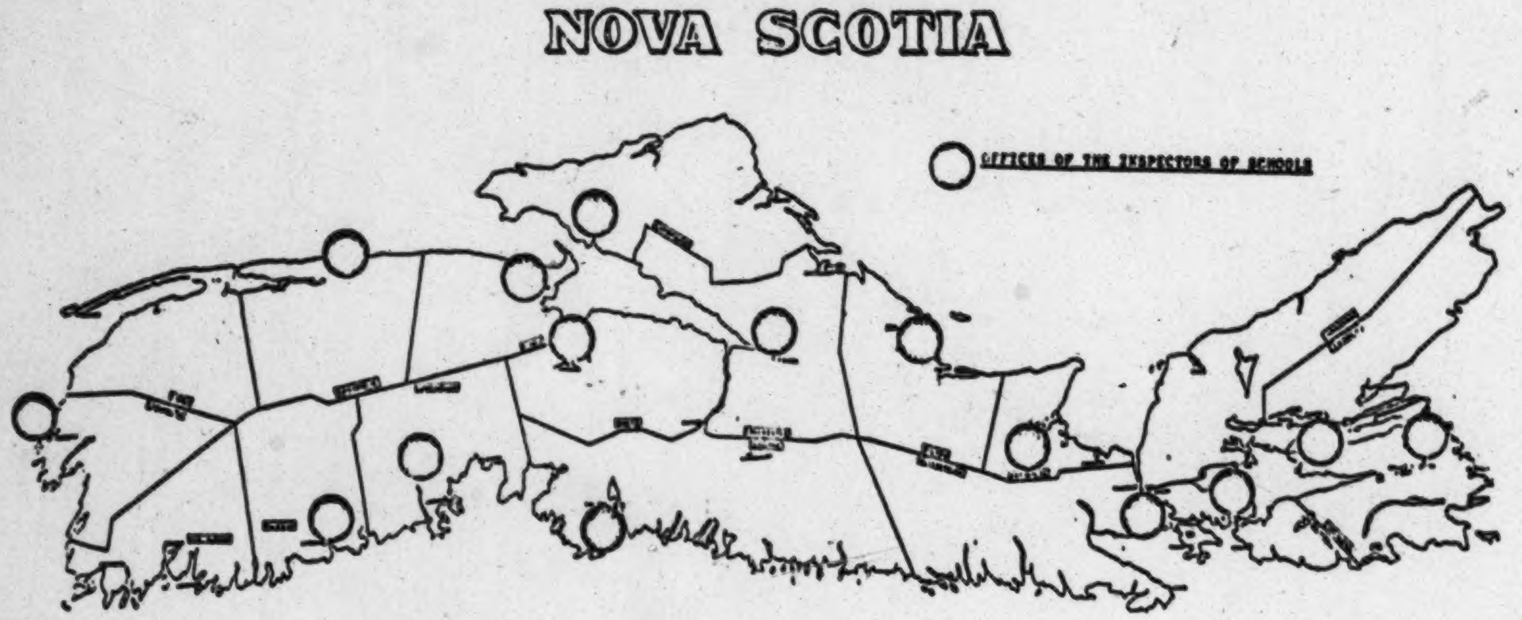

NOVA SCOTIA
OFFICES OF THE INSPECTORS OF SCHOOLS

Figure 14

Inspectoral Divisions or Units in Nova Scotia evolved over the years and have been mainly centered in the Department of Education.

Although the processess of decentralization and regionalization do not appear to be emphasized in the Nova Scotia Department of Education, the Inspectoral Unit Offices and inspectors perform comparable functions to the Regional Offices of Education and consultants in other provices. In some provinces, also, educational regions follow school administrative or local government boundaries as in Nova Scotia where the county has become the unit of school administration.

Organization

The services provided by Inspectoral Unit Offices are administered by a Director of Inspection Services within the Education Finance Program. Figure 15 illustrates the separation of the various programs and services in the Nova Scotia Department of Education. A detailed chart of the Education Finance Program is provided in Figure 16. The inspection services function represents the Department of Education in the inspectoral divisions of the province, with inspectors acting as Departmental field service representatives. Consultants seconded to Inspection Services are located in the Special Services division of the Youth Education Program.

Personnel

The positions, numbers, and salary range of administrative and supervisory personnel in Inspection Services are listed below.

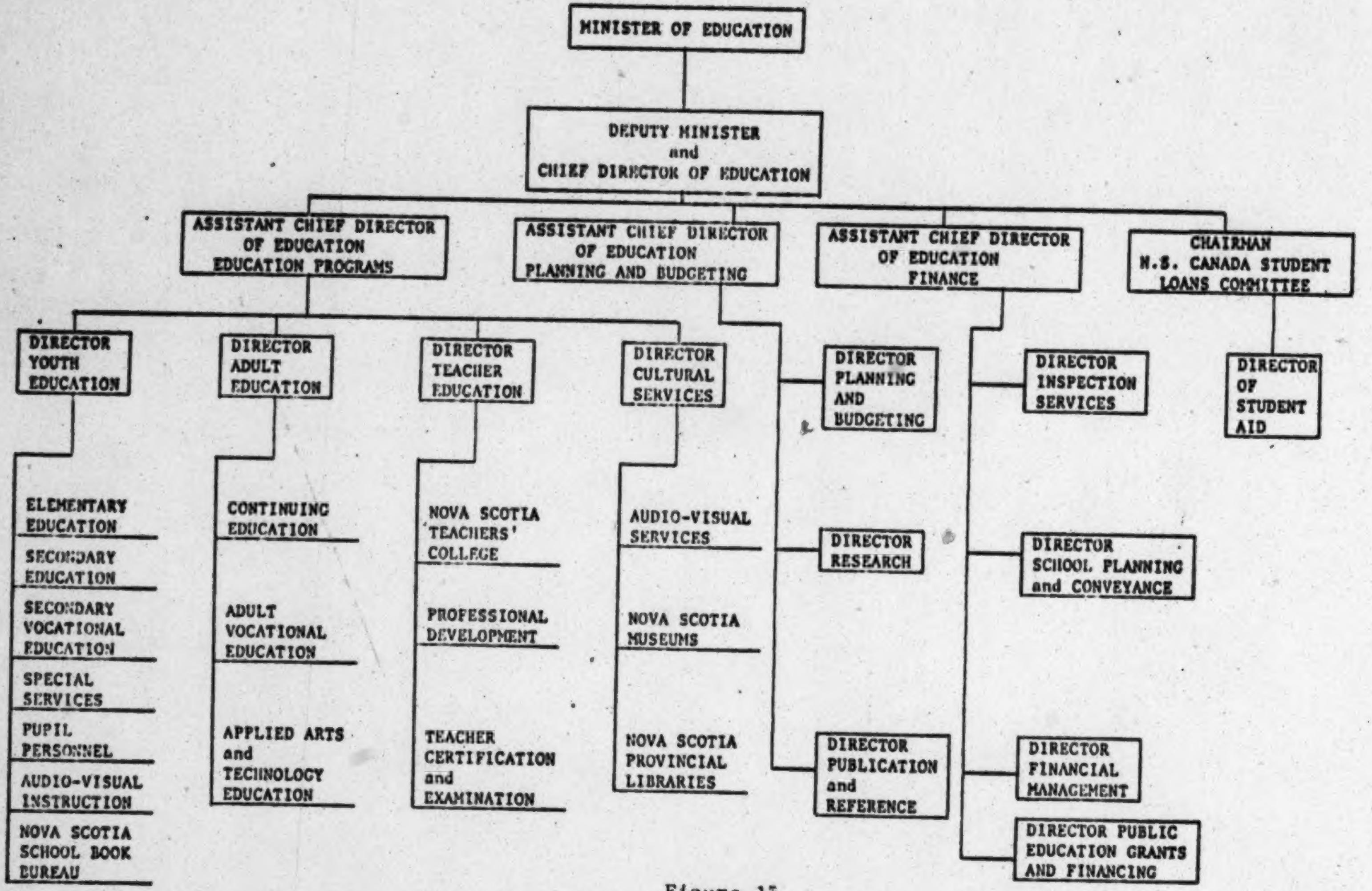

MINISTER OF EDUCATION
DEPUTY MINISTER and CHIEF DIRECTOR OF EDUCATION
ASSISTANT CHIEF DIRECTOR OF EDUCATION EDUCATION PROGRAMS
ASSISTANT CHIEF DIRECTOR OF EDUCATION PLANNING AND BUDGETING
ASSISTANT CHIEF DIRECTOR OF EDUCATION FINANCE
CHAIRMAN N.S. CANADA STUDENT LOANS COMMITTEE
DIRECTOR YOUTH EDUCATION
DIRECTOR ADULT EDUCATION
DIRECTOR TEACHER EDUCATION
DIRECTOR CULTURAL SERVICES
DIRECTOR PLANNING AND BUDGETING
DIRECTOR INSPECTION SERVICES
DIRECTOR OF STUDENT AID
ELEMENTARY EDUCATION
SECONDARY EDUCATION
SECONDARY VOCATIONAL EDUCATION
SPECIAL SERVICES
PUPIL PERSONNEL
AUDIO-VISUAL INSTRUCTION
NOVA SCOTIA SCHOOL BOOK BUREAU
CONTINUING EDUCATION
ADULT VOCATIONAL EDUCATION
APPLIED ARTS and TECHNOLOGY EDUCATION
NOVA SCOTIA TEACHERS' COLLEGE
PROFESSIONAL DEVELOPMENT
TEACHER CERTIFICATION and EXAMINATION
AUDIO-VISUAL SERVICES
NOVA SCOTIA MUSEUMS
NOVA SCOTIA PROVINCIAL LIBRARIES
DIRECTOR RESEARCH
DIRECTOR PUBLICATION and REFERENCE
DIRECTOR SCHOOL PLANNING and CONVEYANCE
DIRECTOR FINANCIAL MANAGEMENT
DIRECTOR PUBLIC EDUCATION GRANTS AND FINANCING

Figure 15

Organization Chart, Department of Education, Nova Scotia, 1973

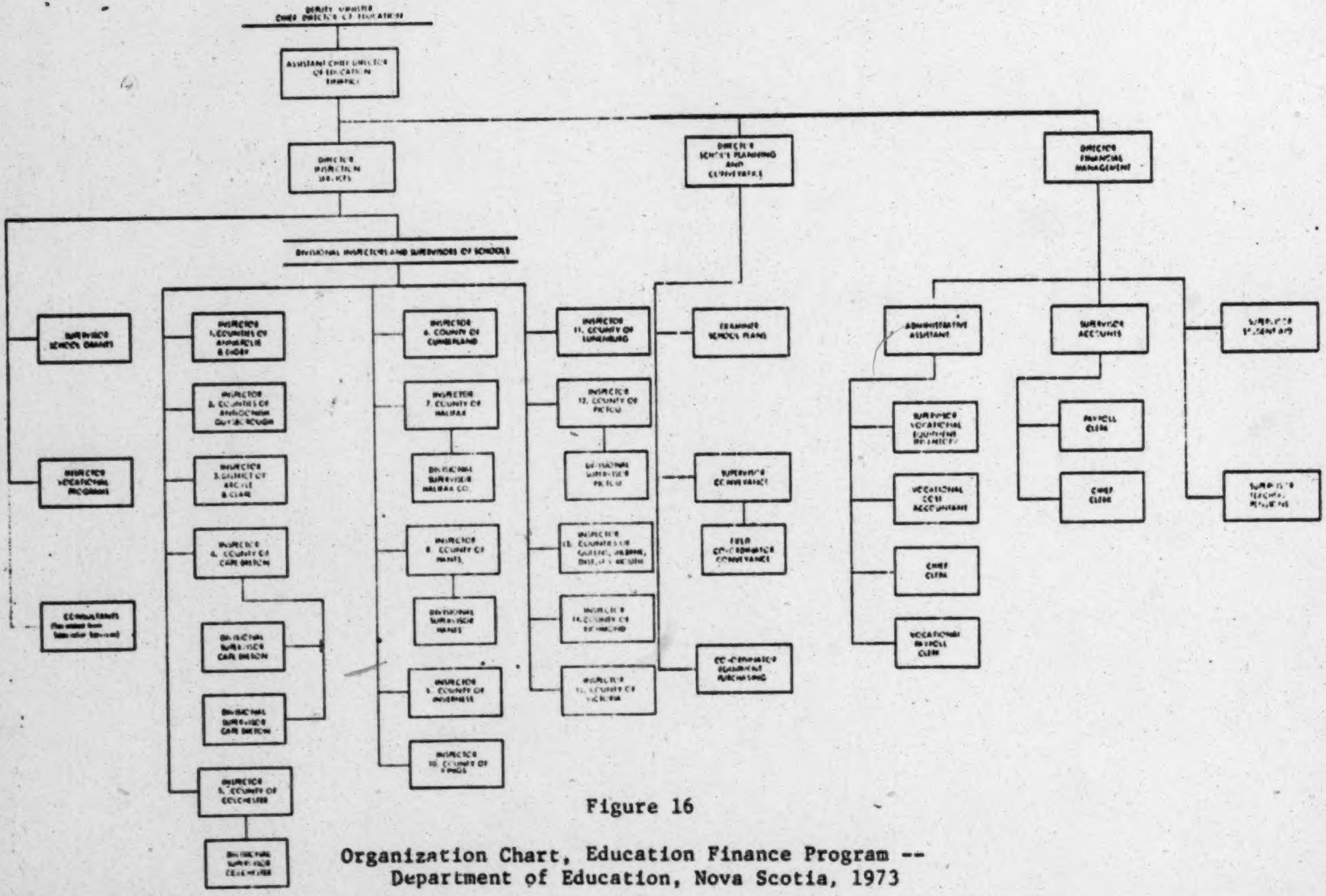

DEPUTY MINISTER
CHIEF DIRECTOR OF EDUCATION
ASSISTANT CHIEF DIRECTOR OF EDUCATION FINANCE
DIRECTOR INSPECTION SERVICES
DIRECTOR SCHOOL PLANNING AND CONVEYANCE
DIRECTOR FINANCIAL MANAGEMENT
DIVISIONAL INSPECTORS AND SUPERVISORS OF SCHOOLS
SUPERVISOR SCHOOL GRANTS
INSPECTOR VOCATIONAL PROGRAMS
CONSULTANTS
INSPECTOR 1. COUNTIES OF ANNAPOLIS & DIGBY
INSPECTOR 2. COUNTIES OF ANTIGONISH GUYSBOROUGH
INSPECTOR 3. DISTRICT OF ARGYLE & CLARE
INSPECTOR 4. COUNTY OF CAPE BRETON
DIVISIONAL SUPERVISOR CAPE BRETON
DIVISIONAL SUPERVISOR CAPE BRETON
INSPECTOR 5. COUNTY OF COLCHESTER
DIVISIONAL SUPERVISOR COLCHESTER
INSPECTOR 6. COUNTY OF CUMBERLAND
INSPECTOR 7. COUNTY OF HALIFAX
DIVISIONAL SUPERVISOR HALIFAX CO.
INSPECTOR 8. COUNTY OF HANTS
DIVISIONAL SUPERVISOR HANTS
INSPECTOR 9. COUNTY OF INVERNESS
INSPECTOR 10. COUNTY OF KINGS
INSPECTOR 11. COUNTY OF LUNENBURG
INSPECTOR 12. COUNTY OF PICTOU
DIVISIONAL SUPERVISOR PICTOU
INSPECTOR 13. COUNTIES OF QUEENS, SHELBURNE,
INSPECTOR 14. COUNTY OF RICHMOND
INSPECTOR 15. COUNTY OF VICTORIA
EXAMINER SCHOOL PLANS
SUPERVISOR CONVEYANCE
FIELD CO-ORDINATOR CONVEYANCE
CO-ORDINATOR EQUIPMENT PURCHASING
ADMINISTRATIVE ASSISTANT
SUPERVISOR VOCATIONAL EQUIPMENT INVENTORY
VOCATIONAL COST ACCOUNTANT
CHIEF CLERK
VOCATIONAL PAYROLL CLERK
SUPERVISOR ACCOUNTS
PAYROLL CLERK
CHIEF CLERK
SUPERVISOR STUDENT AID
SUPERVISOR TEACHERS' PENSIONS

Figure 16

Organization Chart, Education Finance Program --
Department of Education, Nova Scotia, 1973

Position	Number of Positions	Salary Range $
Director, Inspection Services	1	20,462-24,258
Inspectors of Schools	15	18,902-22,230
Divisional Supervisors	4	14,794-18,148
Secretary	1	6,074- 6,912
Stenographers	16	4,608- 6,697

Program consultants available on secondment from Specialist Services to Inspection Services are appointed in the following areas.

Program consultants:

Art
Business Education
English
Home Economics
Industrial Arts
Modern Languages
Music
Reading (2)
Health, Physical Education and Recreation (Chief Consultant)
Alcohol and Narcotic Education
Health, Physical Education
Recreation
Amateur Sport
Health, Physical Education and Recreation (Area Conslt. - 2)

Clients

The numbers of school jurisdictions, schools, teachers and pupils served by each of the 15 Inspectoral Units are provided in Table 14. A close comparison of the ratios between supervisory personnel and teachers for example is not possible when program consultants are based in the Department of Education and not attached to any specific Inspectoral Office. However, even on the basis of one inspector to each Office, the overall ratio 1: 714 of inspectors to teachers is lower than similar ratios provided in other provinces. If the 16 specialized program consultants are included, the ratio between supervisory personnel and teachers is 1: 345. As with other

Table 14

School Jurisdictions, Schools, Teachers and Pupils Served by Inspectoral Unit Offices -- Nova Scotia, 1974

INSPECTORAL UNITS	APPROX. AREA (SQ. MILES)	JURISDICTIONS	Number of		
			Schools	Teachers	Pupils
Annapolis and Digby	2335	11	36	486	8997
Antigonish and Guysborough	2205	7	40	423	8451
Argyle-Clare	--	2	18	200	4341
Cape Breton	1005	6	92	1331	29887
Colchester-East Hants	--	1	47	709	13940
Cumberland	1679	8	38	502	9198
Halifax	2282	3	153	3591	68779
Hants West	--	4	11	244	4856
Inverness	1498	2	24	358	6267
Kings	861	1	24	676	13061
Lunenburg	1205	5	31	447	9339
Northside-Victoria	--	1	38	414	10327
Pictou	1116	6	53	547	12184
Queens, Shelburne, Yarmouth	2963	13	42	593	12235
Richmond	506	1	18	198	3649
Total:		71	665	10719	215511

Source: Province of Nova Scotia, Directory of Schools in Operation, 1972-73.

provinces, the calculation of this ratio does not include supervisory staff appointed by local boards. For example, the City of Halifax school board has 14 supervisors in such areas as industrial arts, foreign language, learning disabilities, guidance and continuing education.

GOVERNANCE

Inspection services in Nova Scotia represents the Department of Education in the inspectoral divisions of the province. Nault (1970) has regarded the Regional Office of Education as being an intermediate unit, a state agency, a service center, and a regional-based agency. The term "Regional Office of Education" is not used by the Department of Education, but using Nault's definitions the Inspectoral Unit Office may be regarded as an intermediate unit and state agency. Inspectors, Divisional Supervisors and Consultants are all appointed by and responsible to the Department of Education.

OBJECTIVES AND FUNCTIONS

As stated previously, the major objective of the Inspectoral Units in Nova Scotia is to represent the Department of Education. No specific statement of objectives was available to indicate that each Unit Office is encouraged to develop specific objectives to reflect the needs of the area. Extracts from the official duties of the inspector reflect some unstated objectives, and are presented in Figure 17.

REGULATIONS OF THE GOVERNOR IN COUNCIL
(Pursuant to Section 3 of the Education Act)

Duties of School Inspector

(1) An inspector of schools is responsible for the inspection, supervision and in-service training of teachers in all public schools in his inspectoral division and shall ensure that each public school classroom in his division is visited at least once each year and more frequently if necessary by

(a) himself or a divisional supervisor; or
(b) an inspector or supervisor of a special subject; or
(c) a superintendent of schools, supervisor of schools, supervisor of curriculum, principal or department head engaged by a school board.

(2) When the Minister or a school board requests him to do so, an inspector of schools shall

(a) inspect any school in his division and make a report on his inspection to the Minister or the board, whichever requested the visit;
(b) confer with a school board on any educational matter.

(3) Notwithstanding Regulation 2, the inspector of schools for a division shall investigate, in any or all of the schools of his division,

(a) the qualifications and efficiency of the teachers;
(b) the adequacy and suitability of the school accommodations and equipment; and
(c) all matters affecting the educational progress, health and comfort of the pupils.

(4) During his visits the inspector of schools may

(a) direct supervisory personnel, teachers and pupils in regard to school exercises and discipline;
(b) consult with and advise supervisory personnel and teachers on the supervision, organization, teaching, and administration of the school;
(c) take charge of the school insofar as it is necessary to the carrying out of the purpose of his visit.

(5) The inspector of schools shall report periodically as required to the Minister

(a) the results of his investigations; and
(b) his recommendations.

(6) The inspector of schools shall

(a) meet from time to time with school boards to advise them regarding the carrying out of their duties and responsibilities;
(b) meet from time to time with supervisory personnel to advise them regarding the carrying out of their duties and responsibilities and co-ordinate in-service training programs in school administration and supervision;
(c) meet from time to time with teachers and department head to advise them regarding the carrying out of their duties and responsibilities and organize or co-ordinate in-service training programs for them in classroom management and methodology;
(d) meet with parents and ratepayers to discuss educational matters as frequently as is possible without interference with the performance of his other duties;
(e) act as chairman of the regional education consultative committee if there is a vocational school in his division or as vice chairman of any regional education consultative committees that have as members supervisory or guidance personnel from his division.

(7) Each inspector of schools shall report promptly to the Minister any failure to comply with the Act or these regulations that comes to his attention.

Figure 17

Duties of the School Inspector,
Department of Education,
Nova Scotia, 1973

Ranking of Functions

The ranking of functions in section C of the *Regional Office Questionnaire* reinforces the objectives implicit in the statement of the inspector's duties, with the exception of the Service Function which emerges with greater importance.

Functions rated as "very important." The following functions were rated as "very important" and are ranked in order.

Rank 1. Monitoring Function. This function was the most important of all six functions because "Inspection services is expected to keep the Department informed about educational programs throughout the Province," and to interpret "departmental policy to school boards and their staffs as well as the general public."

Rank 2. Regulatory-Evaluatory Function. Support for this function stated that "Inspection services is expected to ensure that school boards carry out in a satisfactory way the provisions of the Education Act and the Regulations."

Rank 3. Administrative Function. This function was considered to be very important because Inspection Services assists in the dissemination and collection of information regarding school programs.

Rank 4. Developmental Function. An important function of Inspection Services is to assist school boards in the development of their personnel and programs. Further justification provided tends to be support for the service function but made reference to inspectors assisting in the preparation of budgets and meeting regularly with administrative and supervisory staffs to discuss all aspects of the school program.

Rank 5. Service Function. Reference has been made in an earlier section (Organization) to the location of Inspection Services, School Planning and Conveyance, and Financial Management in the Education Finance Program and its separation from consultant services in the Youth Education Program. At one time departmental consultants were part of Inspection Services but both still work closely together.

Function rated of "slight importance." The function ranked lowest and rated of only "slight importance" referred to Inter-Agency Cooperation. Although inspectors do maintain a liaison with other departments such as Public Welfare and Public Health, this does not take a major part of their time.

Resource Allocation

Estimates of the allocation of resources to various functions are listed below. There is close correlation with their ranked importance, with the exception of the Developmental Function which consumed the largest part of resources and was ranked fourth in importance.

Function	Percentage of Resources
Administrative	20
Development	30
Inter-Agency Cooperation	5
Monitoring	20
Regulatory	15
Service	10

Communication

Two items on the Regional Office Questionnaire were designed to indicate the process of communication between the Regional or Inspectoral Office and its clients. While the inspectors are regarded as the representatives of the Department of Education in their divisions, and the primary contact between clients and the Department, many people at the local level are acquainted with officials and by-pass the Inspectoral Office. In many cases, the school superintendents do contact consultants directly, and the consultants also visit the school systems on their own initiative. Stephens (1972:36) noted that an outstanding characteristic of the exemplary regional educational service unit was the widespread use of advisory groups to "insure a vital two-way communication between the clients and the service unit." In Nova Scotia the major contacts between the inspectors and local people are the school boards. Inspectors regularly attend school board meetings and are in close contact with supervisory personnel employed by school boards.

FINANCE

The financing of Inspectoral Unit offices in Nova Scotia is part of the Department of Education budget, and each inspector prepares a budget which is coordinated by the Director of Inspection Services. The total amount budgeted for Inspection Services for 1973-74 is $568,680.

STAFFING

Qualifications

The qualification required for appointment as an inspector in Nova Scotia is a teaching certificate class 6 which usually involves a master's degree. Degrees held by inspectors, supervisors and program consultants are listed below.

Degree	Inspectors-Supervisors	Consultants
Bachelor's Degree	2	6
Two Bachelor's Degrees	4	1
Bachelor's + Master's Degree	10	7
Doctorate	1	-

Allowances, Interchange and Staff Development

Allowances and benefits provided for inspectors are included in Appendix E.4. The Teachers' Union, Nova Scotia Teachers' College and university Departments of Education work in cooperation with inspectors. No specific percentage of the Inspection Services budget is allocated for staff development.

PHYSICAL FACILITIES

Inspectoral Unit offices in Nova Scotia are not large and the facilities not elaborate. They were described as being "reasonably adequate in most cases," and when large meetings are held inspectors use the facilities of nearby schools. As a result of their smallness and limited operations, each Unit office is able to be accommodated in one building.

INTER-AGENCY RELATIONS

Relationships that have been established between the Inspectoral Unit offices and other governmental and private agencies were described as "limited" in the joint employment of personnel, use of facilities, participation in regional planning and cooperative purchasing. No cooperation has been established in the use of centralized data processing or in joint staff development.

LEGISLATIVE STRUCTURE

Legislation controlling the administration of Inspectoral Units concentrates on the generally defined duties of inspectors as prescribed in the Education Act and the Regulations. An extract from the Education Act has been presented earlier as Figure 17. Inspectoral Units are regarded as an integral part of the educational system in Nova Scotia and interpretation of the existing legislative guidelines "leaves considerable room for flexibility."

ASSESSMENT

Benefits

In assessing the benefits that have resulted from the operation of Inspectoral Units, respondents were asked to distinguish between benefits for teachers, principals, superintendents and the Department of Education. At the classroom level the observation was made that "inspectors' offices have assisted in the development and improvement of education in all its aspects over the years." The information provided to school boards and staffs, benefits boards, teachers and pupils. Although inspectors are available for consultation and assistance to principals, they tend to work more closely with central office staff. They have regular meetings with superintendents, supervisors of schools and secretary-treasurers, and while the locally employed superintendent is "primarily concerned with the interests of the school board," the inspectors are "primarily concerned with the interests of the Department of Education." At the Department level, the benefits derived from Inspectoral Unit offices were that inspectors are able to assist the Department in "disseminating information," "interpreting regulations," "investigating complaints," "answering questions" and "in general acting as representatives for the Department of Education." As far as benefits to other groups are concerned, "inspectors are available to provide information or advice to anyone interested in any aspect of public education."

Success in Decentralization of Services

Inspectoral Unit offices have been "highly successful" in providing consultative services related to system-wide programs, interpreting Department of Education regulations, and in providing assistance in planning school buildings. A "fairly successful" rating was given to the provision of consultative services for teachers, evaluation of school systems and individual schools and to the involvement of teachers in curriculum development.

Problems

Of the 22 listed problems that could have been associated with the operation of Inspectoral Unit offices, only one (conducting educational research) was regarded as a "serious problem." "Moderate problems" were encountered in obtaining qualified professional personnel, providing consultative services in curricular and special subject areas, obtaining educational research findings and providing programs and services for exceptional children. The remaining listed items were regarded as only being a "slight problem."

PERCEPTIONS OF A SENIOR ADMINISTRATOR IN THE PROVINCIAL DEPARTMENT OF EDUCATION

The official interviewed in the Nova Scotia Department of Education was at the level of divisional director. In explaining the rationale for the development of Inspectoral Unit offices reference was made to the historical growth of the education system. Initially the supervision of schools was provided by inspectors in a highly centralized system, but as education became more complex, provision was made for local boards to assume major responsibility for supervision by the appointment of their own local supervisory staff. The combination of inspectors as a parallel group of provincial employees involves a possible duplication of effort, but has been maintained "to assist boards and supervisory staff, and to monitor local systems to see that they are doing what the Education Act requires." Although there is an intention to downgrade the connotation of inspection, the continued need for such a function by the Department was strongly supported.

Separation of program consultants from Inspection Services has previously been described, and although there is a good working relationship between the two the observation was made that there was probably closer liaison when the two divisions were combined in one administration.

There have been no plans made for further regionalization of education in Nova Scotia, but the Department of Education official and a representative of the Nova Scotia School Boards Association both referred to the possibility of related recommendations from a Commission on Provincial-Municipal Relations. Because there are still some very small administrative units, the prediction was made that amalgamation will continue resulting in strengthening the supervisory and administrative functions of boards and the Department.

PERCEPTIONS OF TWO REPRESENTATIVES FROM A PROVINCIAL SCHOOL BOARDS ORGANIZATION

The two representatives of the Nova Scotia School Boards Association (N.S.S.B.A.) included a former superintendent and a member of the executive committee. The perceived rationale for Inspectoral Unit offices also referred to "historical" factors. At an earlier time there was no one qualified to advise boards, and inspectors had a real function. Another observation was that as "the regional inspector has been around for so long, they are almost taken for granted." Both respondents made reference to the apparent duplication of functions by inspectors and locally employed superintendents, and one added that:

> Somewhere and somehow the original duties of the inspector as the Department's representative in the area is going to have to change. The inspectoral duties of inspectors were in existence before local superintendents were appointed -- but now he is in a position that while he has the rights there is also someone else in the area who is directly employed by the board and who is the advisor to the board -- and this is where there is a conflict at the moment.

The future role for the inspector was perceived to be mainly administrative in bringing the Education Department closer to the local district.

Although there was a definite need for the Inspectoral Unit office in the past, the present justification was perceived to be "in making the Education Department less remote to the outer-lying areas." There was also a benefit to be derived by the small school boards who were unable to employ their own superintendent and who could use the supervisory services of the inspector.

One recommendation made by the respondents for the administration of Inspectoral Units referred to the need to clarify the roles of the local superintendent and the Departmental inspector especially in regard to the supervision of teachers. There was some reluctance to predict future developments in the Inspectoral Unit, but reference was made to an apparent trend to increase local control simultaneously with some centralization especially in finances.

PERCEPTIONS OF A SENIOR ADMINISTRATOR IN A PROVINCIAL TEACHER ORGANIZATION

The limited development of any research into regionalism in the administration of school systems in Canada was used as one justification for this study. While the regional planning of many departments of education is still at a developmental stage, vague and unstated objectives and ill-defined procedures for example have affected the positions assumed by teacher and trustee organizations. This may be one reason why such organizations have not always been able to clarify their own policy position on regionalism and its various administrative forms. There are also other reasons. The respondent interviewed in the Nova Scotia Teachers' Union made observations on the Inspectoral Units in the province by stating that "there is probably a place for them in representing the Department and interpreting regulations." While there was a perceived reduction in "the circle of influence" of inspectors with the appointment of local superintendents, a final summation of the Inspectoral Unit was that "it sounds like a good idea."

SUMMARY

The functions performed by regional offices of education in other Canadian provinces are in Nova Scotia the joint responsibility of 15 inspectoral offices and the Specialist Services Division of the Department of Education. Each office is staffed with an inspector and curriculum consultants work from the head office in Halifax. No programs and services in general administration or pupil and staff personnel are provided by the inspectoral office. Functions performed by the offices include, (1) monitoring function, (2) regulatory-evaluatory function, (3) administrative function, (4) developmental function, and (5) service function. Assistance in "the development and improvement of education" is one general benefit derived from inspectoral offices, while the Department of Education has specifically benefited from the dissemination of information, the interpreting of regulations, investigation of complaints and inspectors being available to act as representatives for the Department. In the decentralization of services they have been highly successful in providing consultative services on system-wide programs, interpreting regulations and providing assistance in planning school buildings. Conducting educational research was the only problem considered to be serious in the operation of inspectoral offices.

Chapter 8

REGIONAL BUREAUX IN QUEBEC

EXTENT

Establishment

The Department of Education undertook in the autumn of 1966 the organization of nine Regional Bureaux (Figure 18) corresponding to the administrative regions as defined by the Department of Industry and Commerce. This initiative permitted the deconcentration of certain administrative duties, encouraged community participation in school reform and improved communication.

In 1968 (June 6), the Minister of Education announced the formation of the general directorate of Regional Bureaux, the nomination of the director-general, his assistants and the directors of the nine Bureaux. At this time the Minister delivered an address (Appendix G) in which he enunciated the main duties of the Regional Bureaux and the policy of decentralization and deconcentration that the Department was intending to follow. This is the only official statement on the formation and direction of Regional Bureaux. As an administrative plan it established, without precise definition, clients, administrative tasks, responsibilities and duties.

Three factors were considered in particular at the time of establishing the Regional Bureaux directorate.

1. An extensive process of regionalization foreshadows the need for reforms;

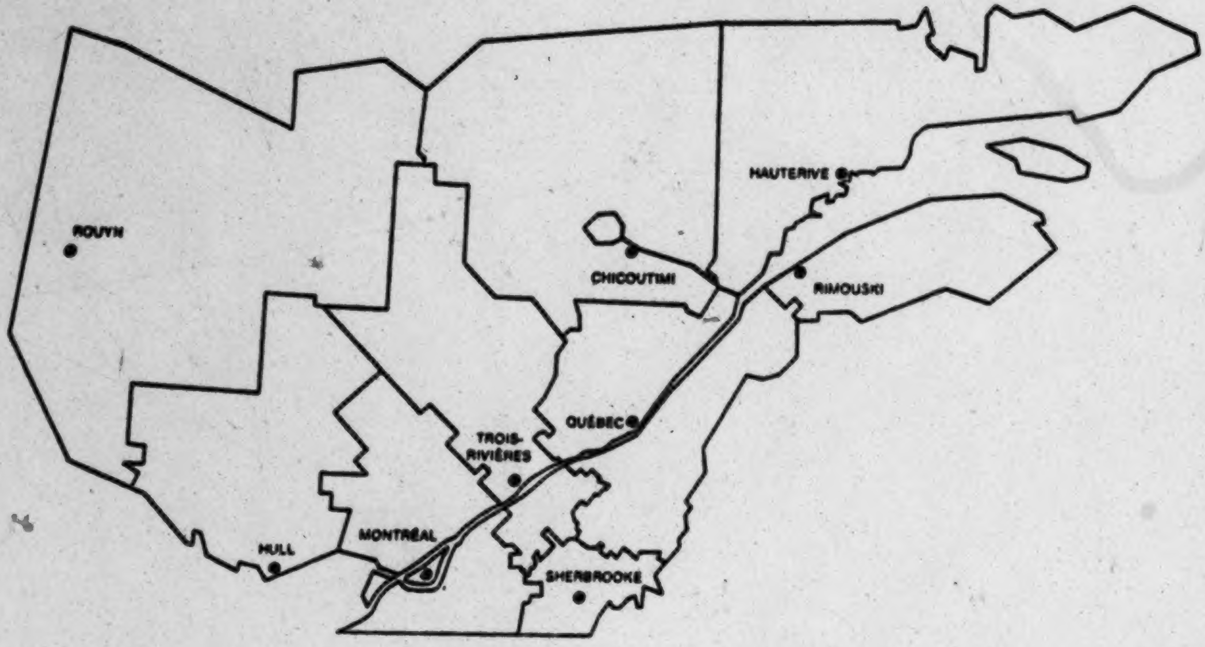

ROUYN
HULL
MONTRÉAL
TROIS-RIVIÈRES
QUÉBEC
SHERBROOKE
CHICOUTIMI
HAUTERIVE
RIMOUSKI

Figure 18

Location of the Regional Bureaux in Each
Administrative Region, Quebec, 1973

2. The need for the presence of departmental officials in the regions; and

3. Integration of personnel from the Division of Public Instruction into the new department.

In 1970 (November 5) in a brief (Appendix H) from the Deputy-Minister to the Minister, four main functions of the Regional Bureaux were specified:

1. Administrative extension;
2. Pedagogic development;
3. Information and communication;
4. Regional socio-economic planning.

Organization

Organization charts illustrating the location of Regional Bureaux Services within the Department of Education, and its own relationship to the nine regions, are provided in Figures 19 - 20.

Personnel

The positions, numbers and salary range of administrative and supervisory personnel in the nine centres of the Regional Bureaux Service are illustrated in Table 15. Similar data for head office personnel are listed below.

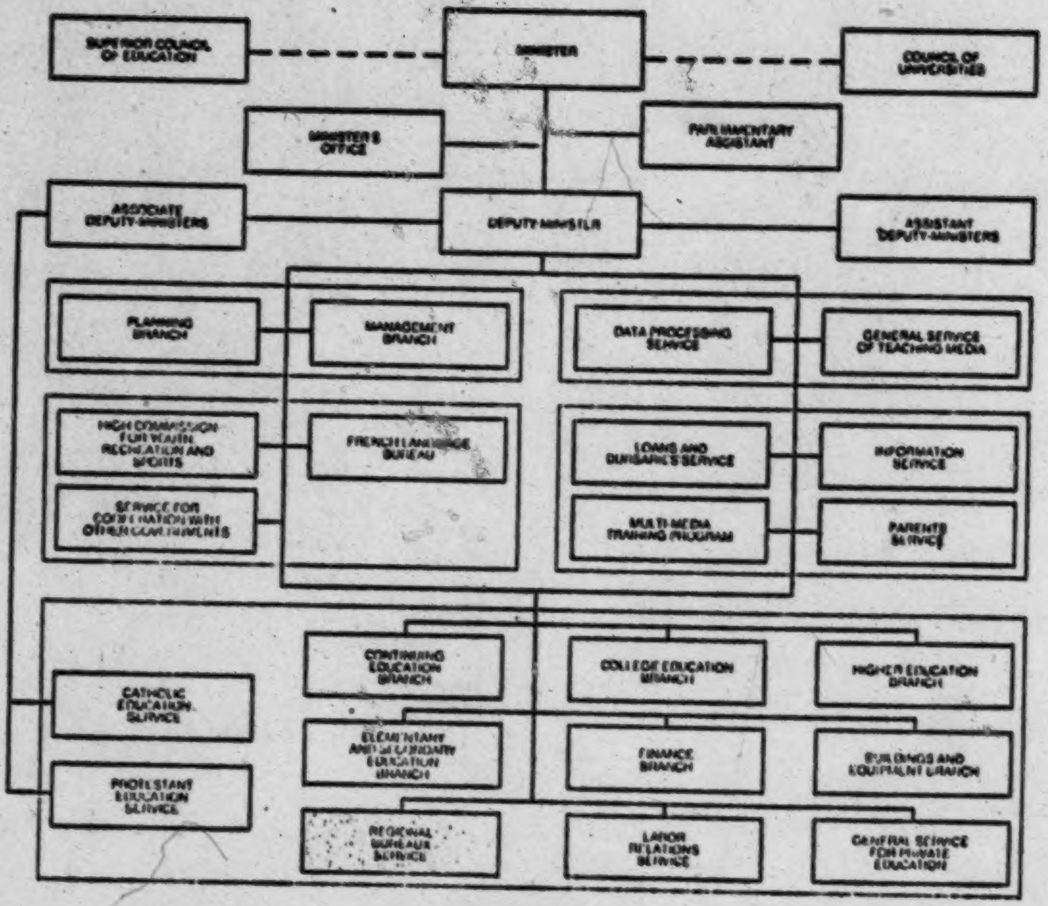
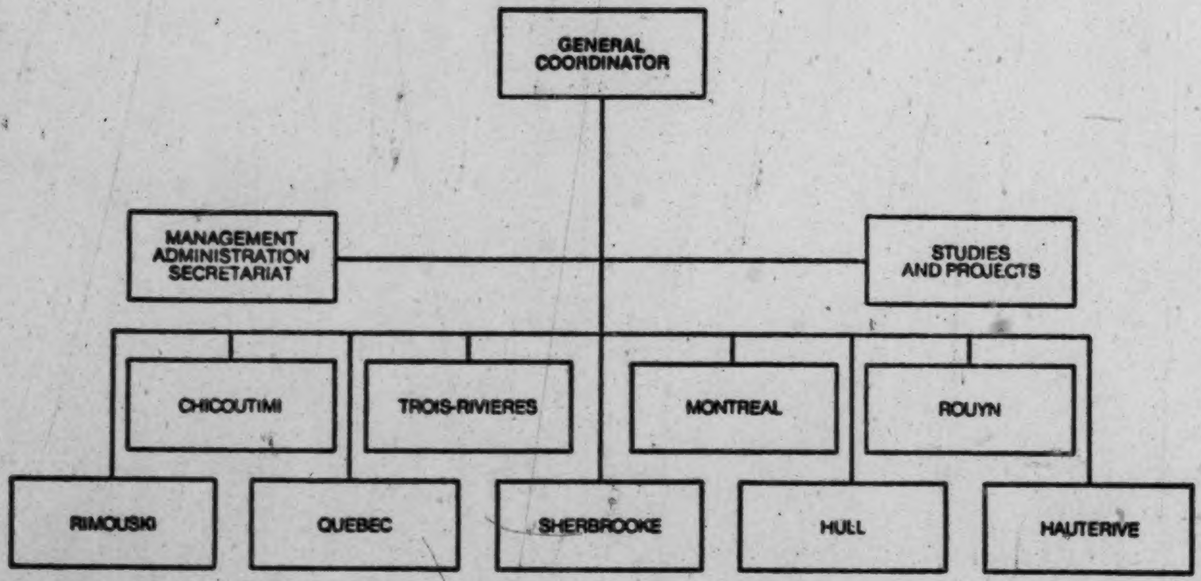

SUPERIOR COUNCIL OF EDUCATION
MINISTER
COUNCIL OF UNIVERSITIES
MINISTER'S OFFICE
PARLIAMENTARY ASSISTANT
ASSOCIATE DEPUTY-MINISTERS
DEPUTY-MINISTER
ASSISTANT DEPUTY-MINISTERS
PLANNING BRANCH
MANAGEMENT BRANCH
DATA PROCESSING SERVICE
GENERAL SERVICE OF TEACHING MEDIA
HIGH COMMISSION FOR YOUTH, RECREATION AND SPORTS
FRENCH LANGUAGE BUREAU
LOANS AND BURSARIES SERVICE
INFORMATION SERVICE
SERVICE FOR COOPERATION WITH OTHER GOVERNMENTS
MULTI-MEDIA TRAINING PROGRAM
PARENTS SERVICE
CONTINUING EDUCATION BRANCH
COLLEGE EDUCATION BRANCH
HIGHER EDUCATION BRANCH
CATHOLIC EDUCATION SERVICE
ELEMENTARY AND SECONDARY EDUCATION BRANCH
FINANCE BRANCH
BUILDINGS AND EQUIPMENT BRANCH
PROTESTANT EDUCATION SERVICE
REGIONAL BUREAUX SERVICE
LABOR RELATIONS SERVICE
GENERAL SERVICE FOR PRIVATE EDUCATION

Figure 19

Organization Chart, Department of Education -- Quebec, 1973


GENERAL COORDINATOR
MANAGEMENT ADMINISTRATION SECRETARIAT
STUDIES AND PROJECTS
CHICOUTIMI
TROIS-RIVIERES
MONTREAL
ROUYN
RIMOUSKI
QUEBEC
SHERBROOKE
HULL
HAUTERIVE

BUDGET:

1970/1971: $2,736,600.
1971/1972: $2,663,600.

PERSONNEL:

1970/1971: total: 213	
executive and management personnel:	17
professional personnel:	103
non-professional personnel:	93
1971/1972: total: 210	
executive and management personnel:	17
professional personnel:	102
non-professional personnel:	91

ADDRESS:

Department of Education,
Edifice G,
24th floor,
Québec
G1A 1H2

Figure 20

Organization Chart, Administrative Unit of Regional Bureaux Service -- Quebec, 1973

Table 15

Positions, Numbers and Salary Range of Regional Bureaux Administrative and Supervisory Personnel -- Quebec, 1973

REGION	REGIONAL DIRECTOR	ASSISTANT REGIONAL DIRECTOR	FINANCIAL MANAGEMENT OFFICER	ENGINEER	CONTRACTUAL PERSONNEL	SCIENCE EDUCATION SPECIALIST	ADMINISTRATIVE ASSISTANT	DATA TECHNICIAN	EQUIPMENT TECHNICIAN	OFFICE MANAGER	SUPPORT PERSONNEL
1. Rimouski	1		1	1		6					4
2. Chicoutimi	1		1		2	5			1		5
3. Quebec	1		2			10			1	1	9
4. Trois-Rivières	1		2	1		7			1		5
5. Sherbrooke	1		1		1	8		1	1		6
6.a. Montréal-north central	1	1	3	1	7	17	1	2	1	1	14
a. Montréal-south	1		2	1	1	10	1				6
7. Hull	1		1		2	4			1		3
8. Rouyn	1		1		3	4	1				2
9. Hauterive	1		1	1		3					2
Salary ranges:	$18950-23100		$11160-18429	$11542-19055	$14000-20000	$11542-19055	$ 6089- 9950	$ 6089- 9950	$ 6988-11288	$ 4469- 7419	$ 3802- 7169

Position	No. of Positions	Salary Range $
General Coordinator	1	21625-27625
Assistant to the General Coordinator	1	16100-20200
General Secretary	1	18950-23100
Parent Services	1	18950-23100
Science Education Specialist	4	11542-19055
Administrative Attaché	1	11160-18429
Data Technician	1	6089- 9950
Office Clerk	1	3706- 6155
Support Personnel	4	4032- 7169

Clients

The numbers of school jurisdictions, schools, teachers and pupils served by each Regional Bureaux are provided in Table 16. Since the Regional Bureaux do not work directly in the area of providing consultative service to teachers and principals, the relevant ratios as calculated for other provinces have not been determined for Quebec. There are two major types of school board in Quebec. The local school board is responsible for kindergarten and elementary levels, while the regional school board has responsibility for secondary education. Local boards in the region elect from their trustees the administrators of regional boards and provide funds for their operation. The process of regrouping and the current distribution of school boards are shown in the following data.

Table 16

School Jurisdictions, Schools, Teachers and Pupils Served by Regional Bureaux -- Quebec, 1973

REGION	Number of			
	Jurisdictions	Schools	Teachers	Pupils
1. Rimouski	7 R.S.B.+ 14 L.S.B.	203	3565	72708
2. Chicoutimi	4 15	218	4285	89208
3. Quebec	13 42	552	9358	239302
4. Trois-Rivières	5 20	287	5450	113444
5. Sherbrooke	3 12	241	3600	78300
6. Montréal-north central	18 R.S.B.	958	21895	558890
Montréal-south	11 R.S.B. 29 L.S.B.	463	9126	386823
7. Hull	4 13	177	3007	70305
8. Rouyn	4 12	140	2474	50815
9. Hauterive	2 11	95	1515	31290
Totals	239	3334	64275	1691085

+R.S.B. -- Regional School Board
L.S.B. -- Local School Board

Categories	1969	1970	1971	1972
Regional School Boards				
- Catholic	55	55	55	48
- Protestant	9	9	9	10
Local School Boards				
- Catholic	1075	897	884	189
- Protestant	145	141	129	38
Total	1284	1102	1077	285

Source: Department of Education, Quebec. *Education in Quebec*. A Report of the Activities of the Department of Education in 1972. p. 183

Programs and Services

The programs and services available from Regional Bureaux in Quebec are listed in Table 17. In the category of Pupil and Staff Personnel Services and Programs, consultant services were available in guidance and testing, special education, adult education, in-service education, and audio-visual service. Consultant services of a general administrative nature were concentrated in the areas of school board organization, school buildings, and budgeting. A supplementary note on the *Basic Data Questionnaire* summarized the activities of the Regional Bureaux as follows.

> Les activités des Bureaux régionaux sont concrètement resumées comme suit:
>
> 1. Renseignements et information
>   Rétro-action
>   Service aux parents
> 2. Soutien à la gestion administrative
> 3. Soutien à la gestion pedagogique
> 4. Soutien à la gestion des personnels

Table 17

Availability of Programs and Services, Regional Bureaux -- Quebec, 1973

Programs and Services	Availability			
	1. Not available & not planned for future	2. Not available but planned for future	3. Available but inadequate for present demand	4. Available and meeting present demand
A. PUPIL AND STAFF PERSONNEL SERVICES AND PROGRAMS				
1.0 OPERATING PROGRAMS BY REGIONAL OFFICES				
1.1 Guidance, Testing and Counselling				
Counselling students	✓			
Testing students	✓			
Vocational guidance	✓			
Psychological service to students	✓			
Psychiatric referral service	✓			
1.2 Social Work	✓			
1.3 Special Education Instruction				
Gifted children	✓			
Partially sighted children	✓			
Hard-of-hearing children	✓			
1.4 Other Special Services				
Speech screening	✓			
Speech therapy	✓			
Hearing screening	✓			
Educational research	✓			
Nursing service	✓			
Medical service	✓			
Dental service	✓			
Audio-visual service	✓			
Library service	✓			
1.5 Adult Education	✓			
1.6 Kindergarten-Early Childhood Services	✓			
1.7 In-service Education				
Conducting workshops for professional staff	✓			
Conducting workshops for non-certified staff	✓			
Providing extension classes for credit	✓			
1.8 Other (please specify):				
2.0 CONSULTANT SERVICES PROVIDED BY REGIONAL OFFICES				
2.1 Guidance, Testing and Counselling				
Counselling students	✓			
Testing students				✓
Vocational guidance				✓
Psychological service to students	✓			
Psychiatric referral service	✓			
2.2 Social Work	✓			
2.3 Special Education				
Gifted children				✓
Educable children				✓
Trainable children				✓
Partially sighted children	✓			
Hard-of-hearing children	✓			
2.4 Other Special Services				
Speech correction	✓			
Library service	✓			
Educational research	✓			
Nursing service	✓			
Medical service	✓			
Audio-visual service				
2.5 Adult Education				✓
2.6 Kindergarten-Early Childhood Services	✓			✓
2.7 In-service Education				
For professional staff				✓
For non-certified staff				✓

Table 17 (continued)

Programs and Services	Availability 1.	2.	3.	4.
2.0 CONSULTANT SERVICES PROVIDED BY REGIONAL OFFICES				
2.8 Regular Instruction				
Elementary curriculum:				
Reading, Language Arts	✓			
Science	✓			
Social Studies	✓			
Mathematics	✓			
Second Language	✓			
Art	✓			
Music	✓			
Physical Education	✓			
Secondary curriculum:				
Language Arts	✓			
Science	✓			
Social Studies	✓			
Mathematics	✓			
Second Language	✓			
Business Education	✓			
Home Economics	✓			
Trade-industrial-technical	✓			
Industrial Arts	✓			
Agriculture	✓			
Art	✓			
Music	✓			
Physical Edutation	✓			
2.9 Other (please specify):				
B. GENERAL ADMINISTRATIVE SERVICES AND PROGRAMS				
1.0 OPERATING PROGRAMS BY REGIONAL OFFICES				
1.1 Maintenance of buildings and grounds	✓			
1.2 Pupil transportation	✓			
1.3 Secretarial service	✓			
1.4 Legal matters	✓			
1.5 School district reorganization	✓			
1.6 Site selection and acquisition	✓			
1.7 School building programs	✓			
1.8 Public relations for local districts	✓			
1.9 Financial budgeting-purchasing-accounting	✓			
1.10 Orientation of school board members	✓			
1.11 Administrative organization	✓			
1.12 Teacher-administrator-board relations	✓			
1.13 Other (please specify):				
2.0 CONSULTANT SERVICES PROVIDED BY REGIONAL OFFICES				
2.1 Maintenance of buildings and grounds				✓
2.2 Pupil transportation	✓			
2.3 Secretarial service	✓			
2.4 Legal matters	✓			
2.5 School district reorganization				✓
2.6 Site selection and acquisition				✓
2.7 School building programs				✓
2.8 Public relations for local districts				✓
2.9 Financial budgeting-purchasing-accounting				✓
2.10 Orientation of school board members				✓
2.11 Administrative organization				✓
2.12 Teacher-administrator-board relations				✓
2.13 Other (please specify):				

GOVERNANCE

The Regional Bureaux of the Quebec Department of Education are considered as intermediate units in the sense that they serve the Department and regional and local administrative units. In terms of the relationships between the Bureaux and the Department, the regional director assumes control over the activities of his personnel and administrative management. As far as the specific type of activities is concerned, professional personnel receive their directions from the appropriate branch of the Department. General policies are established jointly by the appropriate branch and the general coordinator of the Regional Bureaux. These policies are then submitted to the regional directors.

Professional personnel in the Bureaux are regularly recalled to Quebec for monthly meetings where they receive appropriate information and direction for their active programs. They are able at all times to communicate at the provincial level with the branches responsible for programs.

OBJECTIVES AND FUNCTIONS

A clear and unique statement (Quebec, Department of Education, 1972:227-280) of objectives of Regional Bureaux, and the relationship between objectives programs and achievements in 1971-72 is contained in Appendix I.

Four objectives are listed:

- To promote the development of education in the regions by helping the centralized and decentralized bodies of the Department of Education improve the scope, quality and efficiency of educational services;
- To offer administrative and technical services and assistance to school administrations;
- To work with regional socio-economic planning bodies;
- To maintain close ties between the Department of Education and the public.

Ranking of Functions

Of the functions listed in the *Regional Office Questionnaire*, five were rated as being "very important."

Functions rated as "very important."

Rank 1. Developmental Function. The justification for the high ranking of this function noted that education must develop coherently in a province as well as in a region. Through a listing of regional priorities and regional boards, coordination of experiences and of regional initiatives and the coherent application of policies become possible.

Rank 2. Evaluatory Function. The Department relies on its regional authorities who are close to school systems, to provide a continuous report on the state of education in each region.

Rank 3. Communication Function. The distribution and interpretation of information from the Department through the Regional Bureaux personnel was considered to be "d'une extrême importance," rather than using written circulars.

Rank 4. Monitoring Function. In the same way as importance is attached to providing information for the public, the Department also must be kept informed of the reactions to its policies.

Rank 5. Inter-Agency Cooperation Function. This function was considered to be very important because the development of education cannot overlook developments in other sectors where education is involved. The comment was made that "une collaboration inter-ministérielle et même une coordination est souhaitable [desirable]."

Functions rated of "moderate importance."

Rank 6. Administrative Function. An explanation for the ranking of this function noted that a regional authority cannot ignore administrative constraints and must take on certain administrative duties that are more appropriately deconcentrated to the regional level.

Rank 7. Service Function. Although reference was made to the proximity of the Bureaux to clients and the need to provide some services, an important emphasis is given to allowing school boards to determine their own services and act with some autonomy.

Rank 8. Regulatory Function. Although ranked last, aspects of this function were assumed to be included in the evaluatory function.

Resource Allocation

Estimates of the financial and human resources allocated to various functions are listed below. Although the Administrative Function consumes 40 percent of resources, it was ranked only sixth in importance, and the function ranked first (the Developmental Function) was allocated 20 percent of resources.

Function	Percentage of Resources
Administrative	40
Developmental	20
Inter-Agency Cooperation	10
Monitoring	10
Regulatory	10
Service	10

Communication

Teachers make few requests to the Regional Bureaux for service. Principals and school board superintendents are more often in contact with the Bureaux through regional planning conferences and regional committees. No budgetary provisions are made to engage consultants to advise on the relationships between clients and the Bureaux, as that is regarded as part of the role of Head Office personnel.

FINANCE

Comparative figures indicating the expenditure on Regional Bureaux in relation to total operating expenditures for the Department of Education were available for 1971-72. Selected budget items are as follows.

Operating Expenditures of the Department of Education - 1971-72

(in thousands of dollars)

Administration	820
Elementary and Secondary Education	3415
Higher Education	177074
Data Processing Service	4305
Regional Bureaux	2483
Total of all operating expenditures	1196438

Amounts budgeted for Regional Bureaux for 1973-74 were $3,063,500 and for 1974-75 - $3,231,400. A summary budget for the Regional Bureaux Service for 1972-73 is presented in Table 18.

STAFFING

Qualifications

Regional Bureaux personnel require a bachelor's or master's degree in educational administration or a terminal university diploma appropriate to the field of job specialization.

Allowances, Interchange and Staff Development

Appendix E.5 provides a summary of the allowances provided for Regional Bureaux personnel. The nature of the relationships between Regional Bureaux and tertiary institutions is influenced by the absence of any defined separation between the Bureaux and the university and college sectors. Through planning conferences and regional committees, the universities and colleges are able to make their contribution to regional development in most of the regions. Approximately 10 percent of the Regional Bureaux Service budget is allocated to staff development. In addition, Head Office teams organize orientation seminars and work and information sessions specifically for Bureaux personnel.

PHYSICAL FACILITIES

The physical facilities provided for Regional Bureaux in Quebec were considered to be adequate for the functions currently

Table 18

Regional Bureau Service -- Summary Budget, 1972-73

Budget Item	$ ('000)
Salaries, wages, allowances	2220
Transportation services and communication	
Removal expenses	240
Postage and transport	11
Other	41
Professional, administrative and other services	140
Maintenance and repairs	3
Hiring of materials and equipment	11
Furniture and supplies	29
Materials and equipment	5
Total	2700

being exercised. In each of the nine regions all personnel of the Regional Bureau are accommodated in the same building.

INTER-AGENCY RELATIONS

Regional Bureaux in Quebec have established "extensive" relationships in joint participation with school boards and other organizations in regional planning. "Limited" relationships have been developed in joint employment of personnel, use of facilities and staff development. Personnel from school boards are available on a contract basis to the Bureaux. In 1973-74 about 15 personnel were engaged on contract from school boards and about 100 instructional development consultants employed on the same basis. In nine of the ten Bureaux certain services are shared jointly with other government departments. No relationships have been established in cooperative purchasing or the use of centralized data processing facilities.

LEGISLATIVE STRUCTURE

In response to the question, "How much flexibility is there in the legislative guidelines related to Regional Offices?" the comment was made that the Bureaux in Quebec were not mentioned in the school legislation. The Bureaux have had to themselves establish a place in the Department, and for almost one year they are gradually being considered as "une partie intégrante" of the educational system.

ASSESSMENT

This section focusses on the benefits, success and problems of the Regional Bureaux.

Benefits

There were no benefits to pupils, teachers and principals resulting from the operation of the Bureaux since they do not function in this area. At the level of the school board central office, school systems are more adequately able to meet the aspirations and needs of their environment and there is a locally based administrative unit which is able to identify with the region. For the Department of Education, the Regional Bureaux have provided "un feedback plus complet et plus riche" because of a deeper and more complete knowledge of the regional environment. Divisions of the head office of the Department have also been able to devote more time to basic functions. Benefits to other groups noted a better possibility of intra-section and intra-ministerial coordination, and coordination between ministries and government departments in the various regions. Another benefit involved better reciprocal articulation between education and other social agencies.

Success in Decentralization of Services

Assessment of the success of Regional Bureaux in decentralizing some of the services previously provided by the head office of the Department of Education needs to be related to defined functions. Ratings of "fairly unsuccessful" and "highly unsuccessful" were consequently given to the provision of consultative services related to system-wide programs and the involvement of teachers in curriculum development. The Bureaux were assessed as "highly successful" in providing assistance in planning school buildings. Three other services listed in the questionnaire item were completed as "undecided."

Problems

Of the 74 listed potential problems, 25 were considered to be either "serious" or "very serious." A complete listing of the ratings for each problem is presented in Table 19.

PERCEPTIONS OF A SENIOR ADMINISTRATOR IN THE PROVINCIAL DEPARTMENT OF EDUCATION

The respondent interviewed in the Quebec Department of Education had occupied his senior position for only two weeks, and the subsequent section provides an account of the perceptions of an official who had been associated with Regional Bureaux for a longer period.

Regional Bureaux were developed in Quebec as a consequence of a sweeping program of reform in education in the province, including a reorganization of administrative structures at the central level. A new approach to increasing local responsibility for the supervision of education resulted in a decision to terminate an inspectoral function of the Department of Public Instruction. According to the respondent:

Table 19

Problems Associated with Regional Bureaux, Quebec, 1973

Problems: A. Associated with Regional Offices
B. Associated with local school districts
C. Associated with the Department of Education

	Seriousness				
	1.	2.	3.	4.	5.
A. Problems Associated with Regional Offices					
Obtaining qualified professional personnel				✓	
Developing courses of study and curriculum guides					
Providing elementary curricular consultant services					
Providing secondary curricular consultant services					
Providing other special subject area services					
Conducting educational research					✓
Obtaining educational research findings					✓
Providing programs and services for exceptional children				✓	
Obtaining financial resources				✓	
Obtaining physical space			✓		
Obtaining administrative assistance	✓				
Awareness of local school district needs	✓				
Small student populations in areas served	✓				
Large student populations in areas served		✓			
Distance and travel time			✓		
Communicating with the Department of Education			✓		
Communicating with local school districts			✓		
Coordinating programs with the Department					✓
Coordinating programs with local school districts			✓		
Obtaining public interest and support				✓	
Developing long range planning and programs				✓	
Providing library services		✓			
Other (please specify):					
B. Problems Associated with Local School Districts					
Obtaining qualified teachers		✓			
Providing elementary instructional materials		✓			
Providing secondary instructional materials		✓			
Elementary curriculum		✓			
Secondary academic curriculum		✓			
Secondary vocational curriculum		✓			
Providing elementary guidance and counselling progs.				✓	
Providing secondary guidance and counselling progs.			✓		
Small elementary class size	✓				
Large elementary class size	✓				
Small secondary class size	✓				
Large secondary class size	✓				
Developing courses of study and curriculum guides			✓		
Providing elementary curriculum consultant services			✓		
Providing secondary curriculum consultant services			✓		
Providing programs and services for exceptional children				✓	
Providing in-service training programs for professional personnel			✓		
In-service training programs for non-professional personnel					✓
Conducting educational research					✓
Obtaining educational research findings					✓
Providing audio-visual programs and services			✓		
Providing health services and programs		✓			
Obtaining financial resources		✓			
Obtaining physical space		✓			
Providing transportation programs		✓			
Providing custodial and maintenance services		✓			
Developing school policies			✓		
Orienting school board members			✓		
Obtaining administrative assistance			✓		
Obtaining secretarial and clerical assistance			✓		
Obtaining public interest and support				✓	
Maintaining teacher-administrator-board relations				✓	
Providing administrative services			✓		
Providing business management services			✓		
Providing adult education programs			✓		
Developing long range planning				✓	
Other (please specify):					
C. Problems Associated with the Department of Education					
Obtaining qualified professional personnel					✓
Developing courses of study and curriculum guides			✓		
Providing elementary curricular consultant services				✓	
Providing secondary curricular consultant services				✓	
Providing other special subject consultant services			✓		
Conducting educational research				✓	
Obtaining financial resources				✓	
Obtaining physical space		✓			
Obtaining administrative assistance		✓			
Awareness of local school district needs				✓	
Distance and travel time			✓		
Communication with local school districts				✓	
Coordinating programs within the Department			✓		
Coordinating programs with local districts		✓			
Obtaining public interest and support				✓	
Developing long range planning				✓	
Other (please specify):					

> Inspectors were then available for a new type of role -- they were field workers and they knew the milieu quite well. Therefore we felt it was nonsense to have them all back here. Some came back in new positions in the new structure, but some were kept in the field. At this time they were not formal Bureaux, but "our men in the field," and that was the start of these Bureaux.

At the same time there were a series of reforms in school financing designed to equalize financial resources in the province, and the school finance and buildings and capital expenditure divisions of the Department were expanded. Representatives were considered necessary to deal with school boards on a regional basis. An additional reform to establish regional school boards emphasized the need for field representation. This increasing concern for the regionalization of the administration of education was one aspect of a trend to regionalize government action. However, the development of the Regional Bureaux was "très empirique" and the respondent stated that "it so happened that we went in that direction because various factors concurred."

The major objective of the Bureaux was perceived to be to provide advice to school boards and to provide feedback to the Department. Some of the larger boards consider that they do not need such advice, and were perceived to reject the necessity of using the Bureaux as an intermediary.

The most important benefit to the Department of Education resulting from the operation of Regional Bureaux was perceived to be in the following terms.

> We have men in the field who we can reach any minute and have their views on different questions and maybe ask them to make contact with . . . whoever we would be dealing with and be readily available for . . . discussions on the spot.

At the same time problems were perceived to be created because the Bureaux have not been easily recognized as valid components of the system, their powers are limited, their role is not clearly defined and there is uncertainty as to who should use them.

Perceptions of the respondent on the future role for Regional Bureaux in Quebec focussed on the following issues. Because the Department has gone through some drastic reforms, expansion and establishment of province-wide norms in financing, the Bureaux may become more involved in a "regional application of provincial policies." Future development of the Bureaux was also perceived to involve a choice between two directions. Regional school units of administration could develop and remove the necessity for Bureaux, or the current system of school authorities could continue with more powerful Bureaux. If the Regional Bureaux are given more power, further changes in the central structure of the Department will become necessary in order to take the Bureaux beyond their current "floating" status.

PERCEPTIONS OF A FORMER SENIOR ADMINISTRATOR IN THE PROVINCIAL DEPARTMENT OF EDUCATION

A former official of the Department of Education who had been closely involved with the development of the Regional Bureaux in Quebec was interviewed and some of the perspectives he was able to provide have been included here in order to present a report which as completely as possible covers the perceptions of representatives of the Department of Education. This respondent reinforced the previously stated rationale for the establishment of Bureaux by indicating that it was "an administrative perspective" to deconcentrate services -- "to have people in the field to be used as representatives of the Department for services better rendered from the field than from Quebec." Recently there has been a reorientation with the Bureaux moving into another function which is less administrative and more advisory in areas such as curriculum, finance and buildings.

Although the respondent perceived that some may not regard the Regional Bureaux as a very successful enterprise, he believed that they "have played a very important role in implementing new policies such as the reorganization of regional school boards." The central problem encountered in establishing the Bureaux was related to the lack of flexibility of personnel. Many of the people appointed were formerly inspectors, and in another situation the respondent recommended employing personnel who were "more oriented to the advisory function."

A final assessment of the Regional Bureaux structure in Quebec noted that it was more an example of government deconcentration than decentralization. The government was perceived to be not willing to decentralize decision making because a "coherent pattern of decisions" was necessary, and increasing the powers of the Bureaux could eventually foster regional governing units. This would weaken the central government, and create further divisions, all of which was perceived to be not desirable in the province of Quebec.

PERCEPTIONS OF A SENIOR ADMINISTRATOR IN A PROVINCIAL TEACHERS ORGANIZATION

There are three teacher "corporations" in Quebec. The Quebec Teachers' Corporation (C.E.Q.) represents approximately 90 percent of teachers. The perceptions of the respondent reported in this section have been translated from the original interview in French. The two other organizations representing 10 percent of teachers are The Provincial Association of Protestant Teachers (P.A.P.T.) and The Provincial Association of Catholic Teachers (P.A.C.T.). Contacts were established with these groups but no interviews were completed because of conflicting appointments.

The respondent from the C.E.Q. interpreted the first question from the Interview Schedule (Appendix B) more in terms of the reasons why his organization supported the introduction of Regional Bureaux. A decentralization of school administration would enable Bureaux personnel to "make quick on-the-spot decisions" and would avoid some of the time-consuming delay in referring most issues to the central Department of Education. An example was provided in which there were delays in the opening of new schools because decisions on the supply of furniture had to be authorized at the central level. Bureaux personnel were perceived to be in a better position to determine and interpret the needs of the regional milieu, whereas centrally based personnel have to cover a wider area.

The question was asked "Do you think that the introduction of Regional Bureaux has enabled the Department of Education to exert greater control?" An increase in more efficient control was perceived by the respondent.

> It could bring a better overall control because the Regional Office would be given equal opportunities to perform and authorize duties as would the Department. The consultants would also come to know their one community better and could more easily influence the decision of the regional board. The control therefore would not necessarily be greater but more efficient.

There were perceived advantages to be derived from involving Regional Bureaux at the classroom level. Teachers would find it easier to plan and discuss pilot projects; for example, the open classroom would be accepted and put to use more readily if consultants were there to supervise such activities rather than having to make referrals to the central level where time is consumed and no close supervision is provided. In isolated areas of the province, teachers were perceived to be not receiving adequate consultation and supervision.

There is a common concern among the provincial client organizations about the personnel appointed to Regional Offices, and the following extract clearly indicates the perceptions of the respondent in the C.E.Q.

> These men were quite frustrated for very good reasons. The government had a right to change its system, but to them changing the men around from inspectors to regional consultants did as little as tearing down one old school and building another . . . . They had a right to know what was happening and why these changes were occurring . . . Their real duties haven't been quite determined yet . . . That is why we are now very dissatisfied with our Regional Bureaux from the point of view of personnel and duties assigned to them. There is one Regional Bureau in . . . but very few school boards and teachers have anything to do with it. The personnel . . . do not take their job too seriously, and local school boards still prefer to go to the Department rather than the Bureaux.

PERCEPTIONS OF TWO SENIOR ADMINISTRATORS IN THE PROVINCIAL SCHOOL TRUSTEE ORGANIZATIONS

The two "federations" representing school boards in Quebec are The Quebec Federation of Catholic School Commissions (Q.F.C.S.C.) and the Quebec Association of Protestant School Boards (Q.A.P.S.B.).

The Q.F.C.S.C. represents approximately 90 percent of school boards. Factors perceived to be involved in the establishment of the Regional Bureaux include:

1. "To get the Department of Education more close to where the action is at the level of the school board and to cut some of the heavy traffic for different administrative actions coming into the Department."

2. "To create an avenue for two-way communication."

The respondent perceived a "constant battle" to gain control over the Bureaux which involved the school boards trying to get more powers to the Bureaux so that they could influence them, as opposed to the central administration trying to retain power.

School boards tend to perceive the Bureaux as having two objectives -- "to bring about a certain decentralization of decisions without letting it go back to the school boards," and to act as a "pass receiver." The Bureaux were perceived to be unable to act independently except on a few minor administrative matters.

For the Department of Education there was a perceived increase in information provided by the Bureaux, but the benefit for school boards involves "the possibility to influence a level of decision of government." Three specific problems associated with the Bureaux were noted by the respondent from the Q.F.C.S.C.: -

1. The Bureaux need to be able to get "faster and clearer decisions." School boards would rather have the Bureaux make decisions than let them be "immobilized" in the central department.

2. Personnel. The following comments illustrate the problem that has been encountered in several provinces.

> . . . they were not well informed as to what was going on in the Department. Nor were they interested, it appeared, in what was going on in the school boards, because the more they knew the worse their situation must have seemed.
>
> Some of the problems we [the school boards] face today is because these people were not tailored to the operation -- they were put in there because they were available.

3. The Regional Bureaux should have more responsibilities which facilitate the administration of school boards.

Predictions for the future of the Bureaux were similar to those offered by the respondent in the Department of Education. The Q.F.C.S.C. respondent noted that if the centralization of authority that is occurring in Montreal is successful then the Bureaux will become unnecessary, but if it is unsuccessful and does not satisfy the government the Bureaux will probably be granted greater responsibilities.

For the Q.A.P.S.B., which represents about 10 percent of school boards in the province, the rationale behind the introduction of Regional Bureaux involved "an attempt to decentralize." The respondent admitted to being "leery" of the effects of the Bureaux system, and considered that instead of providing leadership, the Bureaux engage in a lot of "checking-up," and major decisions are still referred to the Department. This was regarded more as deconcentration; for the Q.A.P.S.B., decentralization involves getting back some autonomy for school boards. A lack of autonomy was perceived to be the major problem facing Bureaux; uniformity of action appeared to be important for the Department of Education and this is why the Bureaux cannot be given too much power. The respondent voiced a concern about the erosion of school board powers, which has also been reported in notes on other provinces. The autonomy of school boards has been reduced by the Department, and whether powers are granted the Bureaux or retained by the Department, the same result is achieved. Transferring powers back to school boards was strongly recommended by this respondent.

SUMMARY

In 1966 nine Regional Bureaux were established in Quebec corresponding with administrative regions defined by the Department of Industry and Commerce. A regional director and a wide range of professional and non professional personnel were based in each of the Regional Bureaux. In 1970 four major functions of the Bureaux were specified as administrative extension, pedagogic development, information and communication, and regional socio-economic planning. The functions used in this study which were rated as "very important" included (1) developmental function, (2) evaluatory function, (3) communication function, (4) monitoring function, and (5) inter-agency cooperation function. Consultative services were available in guidance, testing, special education, adult education, in-service training, audio-visual service, school board organization, school buildings and budgeting. Teachers or principals did not receive any benefits from the Bureaux as little work was done in this area. School boards however have been assisted to meet the needs of their region, and the Department of Education has obtained improved feedback. A high degree of success has been achieved in decentralizing the planning of school buildings. Problems rated as very serious for the Regional Bureaux included the conducting of educational research, obtaining educational research findings, and coordinating programs with the Department.

Chapter 9

REGIONAL OFFICES OF EDUCATION IN ALBERTA

EXTENT

Establishment

The planning and development of the Regional Office system in Alberta can be traced to recommendations of the Royal Commission on Education 1959 which stated:

> 180. That the Province enter into the service field of supervision through the provision of highly qualified and specialized regional consultants.
> 181. That the development of a regional system of special services be coordinated with the plan of transfer away from provincially appointed generalists and include as required, more training and retraining of special field personnel.
> 182. That the immediate nucleus of each regional office include high school inspectors, special personnel in reading, English language, guidance, and superintendents required to inspect rural and small urban schools which are independent of divisions and counties.
> (Royal Commission on Education, 1959:205)

The revised School Act of August, 1970 required local boards to appoint their own superintendents. When the move to implement this was made, there was a decision that the necessary monitoring function of government would be accomplished from regional centers where professional staff could emphasize service but act incidentally as the "eyes and ears" of the Department of Education. High school inspectors surveyed all boards in each designated region of the province and identified what local administrators felt were the service needs in each area. The six

Regional Offices that were consequently established were staffed to meet what local people had expressed as their needs. Neither lay community members nor representatives of professional associations were directly involved in the planning. In July, 1972 the Regional Office located in Athabasca was closed because it was found to be not suitably located for some of the school boards it was meant to serve. Figure 21 indicates the regional boundaries and location of the currently operative Regional Offices.

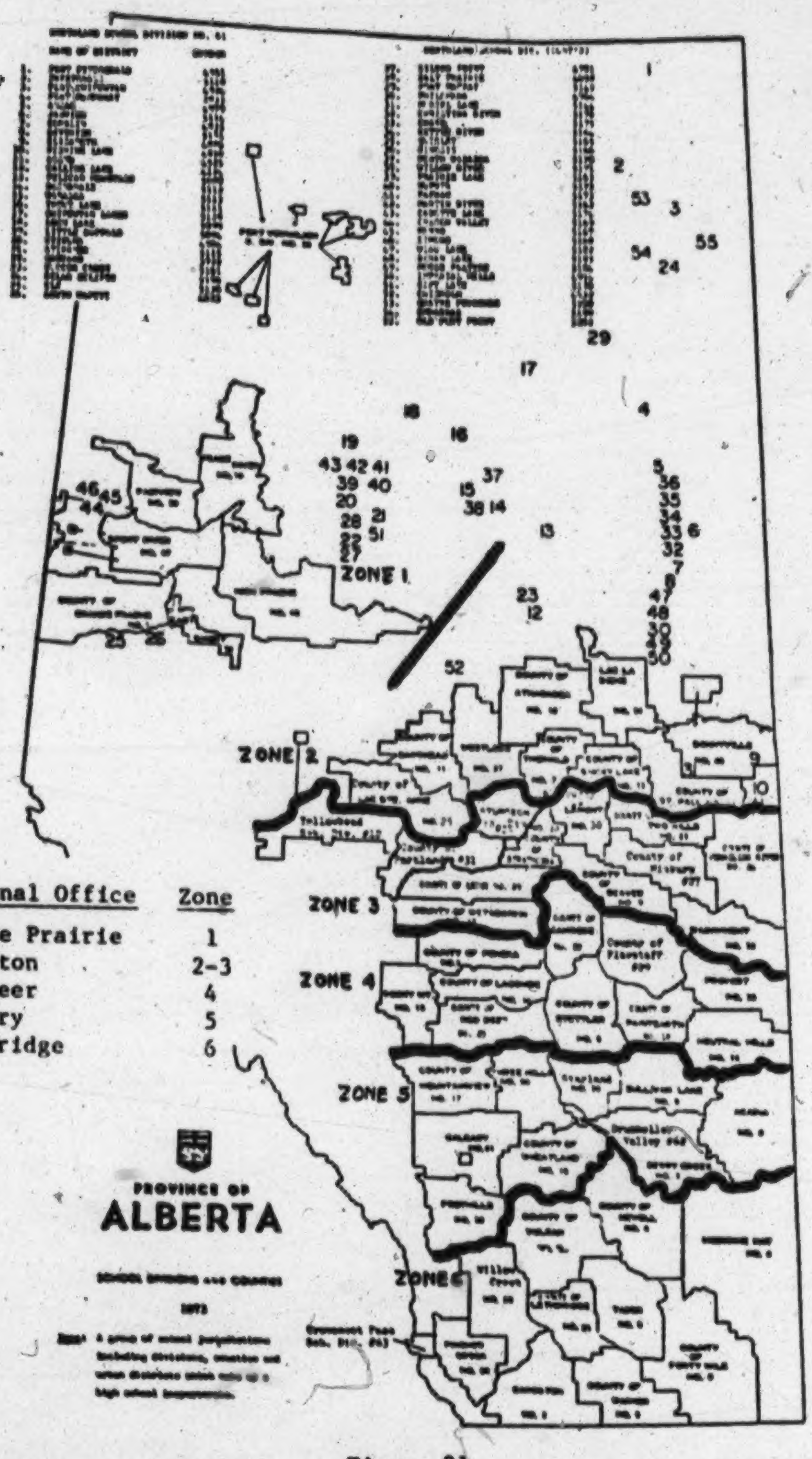
Organization

Operation of Regional Offices in Alberta is the responsibility of the Field Services Branch of the Department of Education which is administered by a Director and two Associate Directors. The organization of the Field Services Branch in relation to other divisions of the Department is illustrated in Figure 22.

Personnel

The positions, numbers and salary range of personnel in the head office of the Field Services Branch and the five Regional Offices are listed below.

	Position	Numbers	Salary Range $
Head Office:	Director	1	19584-26496
	Associate Dir.	2	17832-23916
Regional Offices:			
1. Grande Prairie	Consultant	6	17028-22728
2. Edmonton	"	12	" "
3. Red Deer	"	8	" "
4. Calgary	"	9	" "
5. Lethbridge	"	8	" "
Each Regional Office	Coordinator	5	17832-23916


ZONE 1
ZONE 2
ZONE 3
ZONE 4
ZONE 5
ZONE 6
PROVINCE OF ALBERTA
County of Flagstaff
Drumheller Valley
Willow Creek
1973

Regional Office	Zone
Grande Prairie	1
Edmonton	2-3
Red Deer	4
Calgary	5
Lethbridge	6

Figure 21

Educational Regions, Alberta, 1973

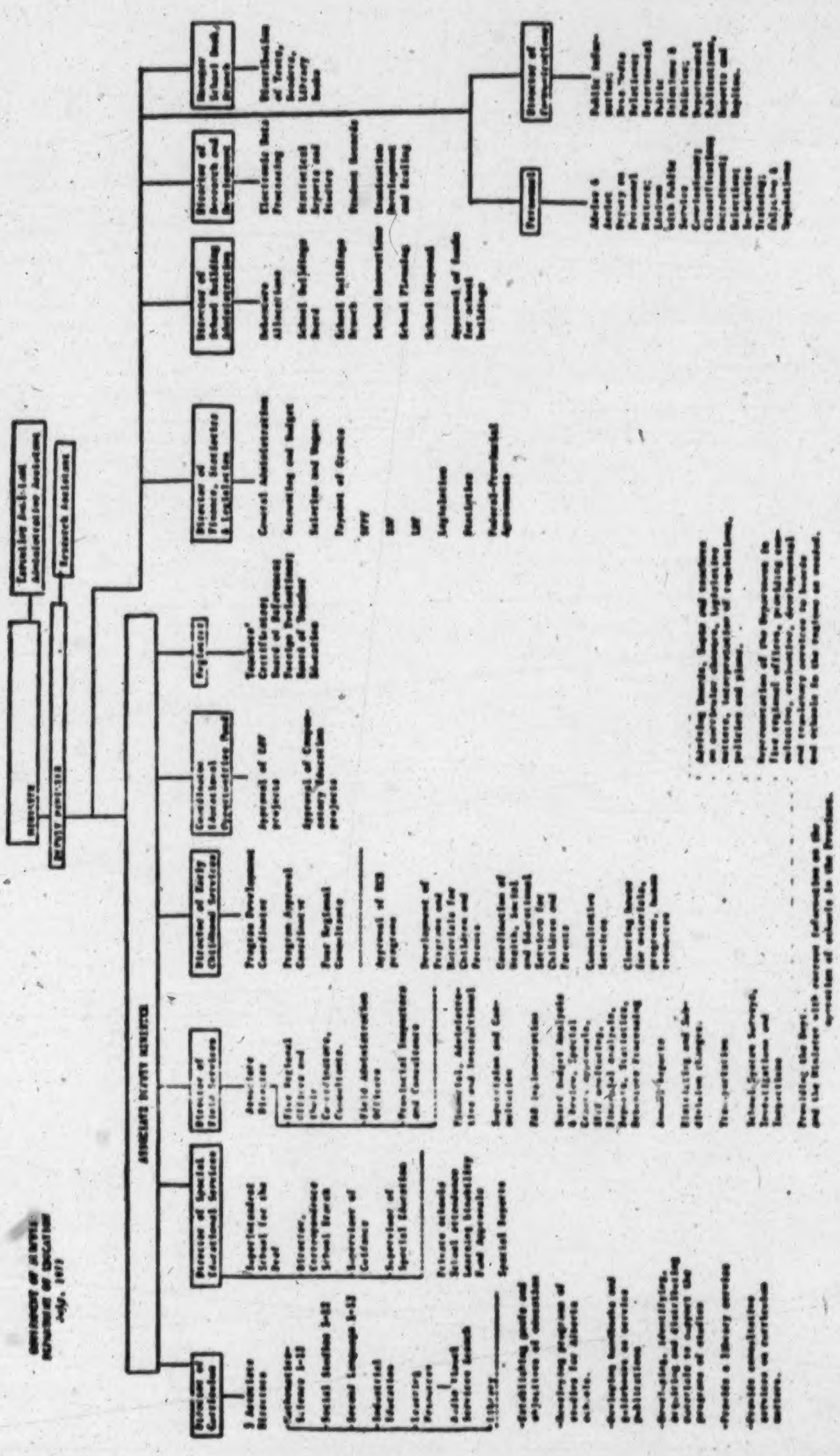

DEPARTMENT OF EDUCATION
MINISTER
DEPUTY MINISTER
Research Assistant
ASSOCIATE DEPUTY MINISTER
Director of Curriculum
Director of Special Educational Services
Director of Field Services
Director of Early Childhood Services
Coordinator Educational Opportunities Fund
Registrar
Director of Finance, Statistics & Legislation
Director of School Buildings Administration
Director of Research and Development
Personnel
Director of Communications

Figure 22

Organization Chart, Department of Education, Alberta, 1973

Consultants have been appointed to a wide range of specializations, including the following:

- Language Arts
- Counselling and Guidance
- Mathematics
- Fine Arts
- Science
- Evaluation
- Business Education
- Early Childhood
- Second Languages
- Administration
- Social Studies
- Intercultural Education
- Physical Education
- Media and Curriculum
- Industrial Education

Clients

The numbers of school jurisdictions, schools, teachers and pupils served by each Regional Office are provided in Table 20, and Table 21 lists the ratios between these divisions and consultative personnel. Calculation of these ratios has not included the co-ordinators in charge of each Regional Office nor the provincial consultants working from the head office of the Department of Education.

Programs and Services

A comprehensive listing of the combined programs and services available from Regional Offices is contained in Table 22.

GOVERNANCE

The statement was made that the Regional Office of Education could simultaneously be an intermediate unit, a state agency, a service center and a regional-based agency. Respondents were then asked to indicate the nature of the relationship between Regional Offices and the Department of Education. The Alberta Regional Office is intended to be "basically a service center that has some characteristics

Table 20

School Jurisdictions, Schools, Teachers and Pupils Served by Regional Offices -- Alberta, 1973

REGION	APPROX. AREA (SQ. MILES)	Number of			
		Jurisdictions	Schools	Teachers	Pupils
1. Grande Prairie	97400	29	118	1327	26500
2. Edmonton	28500	68	549	9577	198640
3. Red Deer	13000	16	141	1975	38177
4. Calgary	21000	47	353	6429	129241
5. Lethbridge	21000	25	192	2358	43596
Totals		185	1353	21666	436154

Table 21

Comparison of Ratios between Consultants, Pupils, Teachers and Schools in the Five Regions of Alberta, 1973

REGION	Numbers of Consultants	Ratios of Numbers of Consultants to Number of Schools	Number of Teachers	Number of Pupils
1. Grande Prairie	6	1: 19.7	1: 221.2	1: 4416.7
2. Edmonton	12	1: 45.8	1: 798.1	1: 16553.3
3. Red Deer	8	1: 17.6	1: 246.9	1: 4772.1
4. Calgary	9	1: 39.2	1: 714.3	1: 14360.1
5. Lethbridge	8	1: 24.0	1: 294.8	1: 5449.5
Totals	43	1: 31.5	1: 503.9	1: 10143.1

Table 22

Availability of Programs and Services, Regional Offices -- Alberta, 1973

Programs and Services	Availability 1. Not Available & Not Planned for Future	2. Not Available but Planned for Future	3. Available but Inadequate for Present Demand	4. Available and Meeting Present Demand
A. PUPIL AND STAFF PERSONNEL SERVICES AND PROGRAMS				
1.0 OPERATING PROGRAMS BY REGIONAL OFFICES				
1.1 Guidance, Testing and Counselling				
Counselling students	✓			
Testing students	✓			
Vocational guidance	✓			
Psychological service to students	✓			
Psychiatric referral service	✓			
1.2 Social Work	✓			
1.3 Special Education Instruction				
Gifted children	✓			
Partially sighted children	✓			
Hard-of-hearing children	✓			
1.4 Other Special Services				
Speech screening	✓			
Speech therapy	✓			
Hearing screening	✓			
Educational research			✓	
Nursing service	✓			
Medical service	✓			
Dental service	✓			
Audio-visual service			✓	
Library service	✓			
1.5 Adult Education	✓			
1.6 Kindergarten-Early Childhood Services	✓			
1.7 In-service Education				
Conducting workshops for professional staff				✓
Conducting workshops for non-certified staff	✓			
Providing extension classes for credit	✓			
1.8 Other (please specify):				
2.0 CONSULTANT SERVICES PROVIDED BY REGIONAL OFFICES				
2.1 Guidance, Testing and Counselling				
Counselling students			✓	
Testing students			✓	
Vocational guidance			✓	
Psychological service to students			✓	
Psychiatric referral service	✓			
2.2 Social Work	✓			
2.3 Special Education				
Gifted children			✓	
Educable children	✓			
Trainable children	✓			
Partially sighted children	✓			
Hard-of-hearing children	✓			
2.4 Other Special Services				
Speech correction	✓			
Library service			✓	
Educational research			✓	
Nursing service	✓			
Medical service	✓			
Audio-visual service			✓	
2.5 Adult Education	✓			
2.6 Kindergarten-Early Childhood Services			✓	
2.7 In-service Education				
For professional staff			✓	
For non-certified staff	✓			

Table 22 (continued)

Programs and Services	Availability 1.	2.	3.	4.
2.0 CONSULTANT SERVICES PROVIDED BY REGIONAL OFFICES				
2.8 Regular Instruction				
Elementary curriculum:				
Reading, Language Arts				✓
Science				✓
Social Studies				✓
Mathematics				✓
Second Language				✓
Art				✓
Music				✓
Physical Education				✓
Secondary curriculum:				
Language Arts				✓
Science				✓
Social Studies				✓
Mathematics				✓
Second Language				✓
Business Education			✓	
Home Economics				✓
Trade-industrial-technical				✓
Industrial Arts				✓
Agriculture				✓
Art				✓
Music				✓
Physical Education				✓
2.9 Other (please specify):				
[illegible]			✓	
B. GENERAL ADMINISTRATIVE SERVICES AND PROGRAMS				
1.0 OPERATING PROGRAMS BY REGIONAL OFFICES				
1.1 Maintenance of buildings and grounds	✓			
1.2 Pupil transportation	✓			
1.3 Secretarial service	✓			
1.4 Legal matters	✓			
1.5 School district reorganization	✓			
1.6 Site selection and acquisition	✓			
1.7 School building programs	✓			
1.8 Public relations for local districts	✓			
1.9 Financial budgeting-purchasing-accounting			✓	
1.10 Orientation of school board members	✓			
1.11 Administrative organization			✓	
1.12 Teacher-administrator-board relations	✓			
1.13 Other (please specify):				
2.0 CONSULTANT SERVICES PROVIDED BY REGIONAL OFFICES				
2.1 Maintenance of buildings and grounds			✓	
2.2 Pupil transportation			✓	
2.3 Secretarial service	✓			
2.4 Legal matters	✓			
2.5 School district reorganization	✓			
2.6 Site selection and acquisition	✓			
2.7 School building programs			✓	
2.8 Public relations for local districts		✓		
2.9 Financial budgeting-purchasing-accounting			✓	
2.10 Orientation of school board members			✓	
2.11 Administrative organization			✓	
2.12 Teacher-administrator-board relations			✓	
2.13 Other (please specify):				

of a state agency." An illustration of this relationship is that approval of High School programs is officially granted at the Regional Office level.

OBJECTIVES AND FUNCTIONS

No official statement of the objectives of Regional Offices was provided, but a Field Services Branch memorandum in September, 1971 listed the order of priorities for Regional Office activities as:

1. Ministerial investigations
2. Urban evaluations
3. Curriculum -- committees and examinations
4. Rural evaluations and consultation

The same memorandum also indicated that "the greater proportion of time will be spent in consultation and cooperative evaluation of school systems."

Ranking of Functions

A more recent indication of objectives may be reflected in the ranking of six functions provided in the *Regional Office Questionnaire*.

Functions rated as "very important."

Rank 1. Regulatory-Evaluatory Function. The reason for the importance of this function noted that the government considers the Regional Offices "to be responsible for ensuring that quality education is being pursued by every board in every school."

Rank 2. Monitoring Function. The importance of this function is integrally related to the previous function, and through the Regional Offices represents the "eyes and ears" of the government.

Rank 3. Service Function. Rendering service to school boards was regarded as the means by which the Department of Education enters school districts. This function "permits a light-handed, almost incidental emphasis" on the regulatory and monitoring functions to be maintained. While these latter functions are not completely forgotten, the provision of quality service to jurisdictions that have no major problems is regarded as "the prime motive for being in the schools."

Function rated of "moderate importance."

Rank 4. Development Function. Support for this function indicated that all consultants are expected to participate in local and provincial curriculum development activities. Each person is urged to up-grade his own expertise and engage in cooperative developmental activities in the area in which he works.

Functions rated of "slight importance."

Rank 5. Administrative Function. This function is not emphasized because Regional Offices in Alberta are not regarded as intermediate administrative units.

Rank 6. Inter-Agency Cooperation Function. Some emphasis has been given to this function in connection with Early Childhood Services programs involving the Departments of Health and Social Development, and Culture, Youth and Recreation.

Resource Allocation

The three functions that were rated as "very important" were estimated to receive 55 percent of financial and human resources, and together with the fourth ranked function (Developmental Function) were responsible for 75 percent of the resource allocation. The complete listing of allocations is provided below.

Function	Percentage of Resources
Administrative	14
Developmental	30
Inter-Agency Cooperation	1
Monitoring	10
Regulatory	10
Service	35

Communication

The recommended procedure for requesting consultative service from the Regional Offices is that communications should be channeled through the local superintendent's office, but this practice varies according to arrangements made in each region and district. Advisory groups are used to a very limited extent in facilitating the communication processes between clients and the Regional Office.

FINANCE

The total amount budgeted for the Field Services Branch for 1973-74 was $2,050,440 which is provided entirely out of the General Revenues of the Province. A small fee is levied for specified services such as supplying inspectoral services to Federal schools and substitute superintendent services to school boards on a short term basis.

STAFFING

Qualifications

A B.Ed. degree and one year graduate credit is the minimum qualification required for appointment as a Regional Office consultant. Most consultants have a master's degree with a specialization in an area of educational service.

Allowances, Interchange and Staff Development

The allowances and benefits provided for Regional Office personnel are set out in Appendix E.6. There is no official interchange between Regional Office personnel and tertiary institutions, although there is much cooperation between the Regional Offices, university and teacher organization personnel in providing support for seminars and conducting research. Approximately 3.5 percent of the Field Services Branch budget is allocated to Regional Office staff development, and this includes the four educational leave entitlements and conference participation noted in Appendix E.6.

PHYSICAL FACILITIES

The physical facilities that exist in the Regional Offices were considered to be "adequate" for the provision of programs and services. The Red Deer Regional Office is "crowded" and Lethbridge has a new facility in the planning stages. None of the Regional Offices are accommodated in separated locations, but in

Calgary one consultant in Early Childhood Services works out of an office attached to the Department of Health and Social Development.

INTER-AGENCY RELATIONS

The inter-agency cooperation function was rated of "slight importance" and was allocated only one percent of all resources. "Limited" relationships have been established by Regional Offices with other governmental agencies in the joint use of facilities, participation in regional planning and centralized data processing. In Grande Prairie a Learning Assistance Center operates from the Regional Office, there is some representation on regional planning committees, and shared data processing has just been commenced with the Department of Municipal Affairs.

LEGISLATIVE STRUCTURE

There is no specific legislation regarding Regional Offices in Alberta. They function under the authority of the Department of Education Act only, so that there is "complete" flexibility in the related legislative guidelines. The five Regional Offices of Education are regarded by the government as an integral part of the educational system, although some reference groups have shown antipathy.

ASSESSMENT

The following analysis is based on data related to the benefits, success and problems of Regional Offices in Alberta as perceived by the respondent to the questionnaire.

Benefits

Teachers have been provided with classroom visits by program consultants for evaluation purposes, and designated teachers have been inspected for permanent certification. Consultants are also available to teachers to interpret and explain new programs and to participate in in-service conferences. Similar advice has been available to principals on school programs, and Regional Office personnel are available to conduct school evaluations and investigations. For central office personnel of school systems, the Regional Offices have been available to explain special programs such as the Educational Opportunities Fund and Early Childhood Services, conduct evaluations on a system-wide basis and to act as consultants for seminars, conferences and special project meetings. Benefits accruing to the Department of Education can be interpreted from the importance attached to specific functions discussed in an earlier section but particular reference was made to the conduct of investigations, keeping the Department informed of problem areas, interpreting programs and monitoring educational procedures. For other groups in the community, the Regional Office has been able to act as a "local clearing house" for communications with the Department of Education.

Success in Decentralization of Services

An evaluation of the success of Regional Offices in decentralizing some of the services previously provided by the central office of the Department of Education indicated that they had been "highly successful" in evaluating individual schools and "fairly unsuccessful" in providing assistance in planning school buildings. The other listed services were rated as "fairly successful" -- providing consultative services for teachers and for system-wide programs, interpreting Departmental regulations, evaluating school systems, and involving teachers in curriculum development.

Problems

Of the 74 listed problems, three problems associated with local school districts were rated as being "very serious" -- providing programs and services for exceptional children, conducting educational research and developing school policies. One problem was rated as "serious" for the Regional Offices (conducting educational research) and the Department of Education, while there were ten such problems associated with the school districts. A full listing of problems is provided in Table 23.

PERCEPTIONS OF A SENIOR ADMINISTRATOR IN THE PROVINCIAL DEPARTMENT OF EDUCATION

In outlining the stages which led to the present form of the Regional Office in Alberta, the respondent from the Department of Education indicated that offices manned by high school inspectors had been in existence for some time in various parts of the province. The services provided were essentially for high schools and were of a regulatory nature. Elementary consultants were then appointed to

Table 23

Problems Associated with Regional Offices, Alberta, 1973

Problems: A. Associated with Regional Offices B. Associated with local school districts C. Associated with the Department of Education	Seriousness				
	1.	2.	3.	4.	5.
A. Problems Associated with Regional Offices					
Obtaining qualified professional personnel			✓		
Developing courses of study and curriculum guides			✓		
Providing elementary curricular consultant services		✓			
Providing secondary curricular consultant services		✓			
Providing other special subject area services		✓			
Conducting educational research				✓	
Obtaining educational research findings			✓		
Providing programs and services for exceptional children			✓		
Obtaining financial resources			✓		
Obtaining physical space		✓			
Obtaining administrative assistance			✓		
Awareness of local school district needs		✓			
Small student populations in areas served			✓		
Large student populations in areas served			✓		
Distance and travel time			✓		
Communicating with the Department of Education	✓				
Communicating with local school districts		✓			
Coordinating programs with the Department			✓		
Coordinating programs with local school districts			✓		
Obtaining public interest and support			✓		
Developing long range planning and programs			✓		
Providing library services			✓		
Other (please specify):					
B. Problems Associated with Local School Districts					
Obtaining qualified teachers		✓			
Providing elementary instructional materials		✓			
Providing secondary instructional materials		✓			
Elementary curriculum			✓		
Secondary academic curriculum		✓			
Secondary vocational curriculum		✓			
Providing elementary guidance and counselling progs.				✓	
Providing secondary guidance and counselling progs.			✓		
Small elementary class size				✓	
Large elementary class size		✓			
Small secondary class size				✓	
Large secondary class size		✓			
Developing courses of study and curriculum guides		✓			
Providing elementary curriculum consultant services			✓		
Providing secondary curriculum consultant services			✓		
Providing programs and services for exceptional children					✓
Providing in-service training programs for professional personnel				✓	
In-service training programs for non-professional personnel				✓	
Conducting educational research					✓
Obtaining educational research findings			✓		
Providing audio-visual programs and services			✓		
Providing health services and programs				✓	
Obtaining financial resources			✓		
Obtaining physical space			✓		
Providing transportation programs			✓		
Providing custodial and maintenance services				✓	
Developing school policies					✓
Orienting school board members				✓	
Obtaining administrative assistance			✓		
Obtaining secretarial and clerical assistance		✓			
Obtaining public interest and support			✓		
Maintaining teacher-administrator-board relations			✓		
Providing administrative services		✓			
Providing business management services			✓		
Providing adult education programs				✓	
Developing long range planning				✓	
Other (please specify):					
C. Problems Associated with the Department of Education					
Obtaining qualified professional personnel			✓		
Developing courses of study and curriculum guides		✓			
Providing elementary curricular consultant services			✓		
Providing secondary curricular consultant services			✓		
Providing other special subject consultant services			✓		
Conducting educational research				✓	
Obtaining financial resources			✓		
Obtaining physical space			✓		
Obtaining administrative assistance		✓			
Awareness of local school district needs		✓			
Distance and travel time			✓		
Communication with local school districts			✓		
Coordinating programs within the Department			✓		
Coordinating programs with local districts		✓			
Obtaining public interest and support			✓		
Developing long range planning				✓	
Other (please specify):					

the offices to compensate for the undue emphasis on high schools. The final stage was expressed in these words:

> To move to local appointment for superintendents the possibility arose for an increase in staff in Regional Offices and this is why we evolved the staffing pattern that we have now.

The basic rationale for regional development was perceived to involve three dimensions:

1. Political dimension: the government is committed to a policy of regionalization and the maintenance of some smaller urban areas.

2. Efficiency dimension: location of service personnel of the Department of Education in regional centers constitutes a saving in human time and energy.

3. Communication dimension: Regional Offices provide an avenue for better communication of policies and feedback.

There are differences among the Regional Offices in the emphasis given to various objectives and they are encouraged to respond to regional needs. Three main objectives are related to the provision of the regulatory, service and developmental functions. The respondent expressed some concern about the regulatory aspects of evaluation processes used in Regional Offices and indicated that evaluation was perceived to be part of the service function. In response to the suggestion that there was an implied contradiction in the dual performance of the regulatory-evaluatory and service functions in Regional Offices, the respondent suggested that this was essentially a theoretical construct. A consultant, in carrying forward his functions, engages in evaluative activity. Furthermore, the potential threat of evaluation is mainly of significance to people who are insecure.

The benefits of regionalization were difficult to specify apart from the benefits of a Field Service Branch, but the most significant achievements for the Department of Education were derived from the regulatory and developmental functions. At the school level, the most significant benefits were perceived to be derived from the service and developmental functions.

Five problem areas in the operation of Regional Offices were identified and are briefly noted below.

1. Difficulties in role specification and identification: some superintendents perceive Regional Office consultants as a threat to their authority, but role clarification (for superintendents, teachers, trustees and Regional Office personnel) was predicted to improve over time.

2. Coordination: a problem exists in establishing a balance between consistency in the five Regional Offices, and providing sufficient flexibility so that the unique needs and capacities of Regional Office personnel can be exercised.

3. "We-they" concept: the "traditional" problem exists of Field Service personnel finding difficulty in seeing themselves as part of the Department of Education and in feeling that contributions to policy development are "welcomed."

4. Staffing patterns: there was perceived to be some inefficient use resulting from the location of some specialized personnel in Regional Offices.

5. Relations with large urban school systems: while these systems do not require the services of Regional Offices, the Department of Education emphasizes the need for continuing monitoring of education.

The Department of Education has no concrete plans for future development of the Regional Offices until an evaluation is completed in 1974 and "the state of the union" is established. Future changes in the size of school jurisdictions would have an impact on Regional Offices. If larger jurisdictions develop there may be greater economies in central school boards providing their own enlarged service staff, creating considerable changes in the role of Regional Offices. Because accreditation of schools has been instituted, there is a possibility that a committee established to develop articulation between the universities and high schools may recommend greater emphasis on the regulatory function. In order to keep Regional Office personnel well informed and aware of the problems of school administration, the Department is reviewing staffing policies and is analyzing the possibility of exchange between the classroom, the superintendency and the university. A final speculation offered by the respondent centered on the possibility of reverting to a policy of provincially employed superintendents. This would change the Regional Office framework by reducing the need for a regulatory function and altering staffing patterns.

PERCEPTIONS OF A SENIOR ADMINISTRATOR IN THE PROVINCIAL TEACHERS ORGANIZATION

The representative from the Alberta Teachers' Association (A.T.A.) perceived that Regional Offices were introduced to carry out functions previously performed by the provincial superintendents. Regional Offices were seen as an efficient means of providing a "provincial role" at the local level, while centrally located consultants would have had adverse effects in increasing travel time, providing an increased appearance of central control and being relatively invisible. The respondent did not think that the five Regional Offices represented any decentralization, but were merely "a dispersal of personnel."

Perceived objectives for Regional Offices were similar to those stated by the Department of Education. The regulatory function enabled the Regional Offices to ensure that minimum requirements prescribed by the Department of Education are being implemented. Teachers and school administrators want "independent or quasi-independent consultants" provided through the consultative function, and the Regional Offices are also able to influence and insert specific ideas and directions into the provincial educational system. This respondent did perceive an inherent conflict in the regulatory and consultative roles and suggested that program consultants should avoid involvement in the former. Support for this concern noted that teachers in one area see the local Regional Office as "board-oriented and inspectorial" because of a high proportion of former superintendents. In an earlier section (Objectives and Functions) reference was made to a listing of priorities for Regional Offices. The respondent observed that teachers were suspicious of this "famous triangular diagram" and while they don't object to the Regional Office being the "eyes and ears" of the Department, it should not normally be the "mouth," providing pronouncements in five different voices.

A general assessment of the benefits derived from Regional Offices indicated that "feedback is low and positive." Teachers find the Regional Office responsive to requests for assistance, but they may have decided to reduce its threatening role by keeping consultants busy. There were considerable benefits perceived to be provided at the school system level, although there was an attitude in some boards that any request for Regional Office assistance is a sign of weakness. Professional development consultants from the A.T.A. who work in cooperation with the Regional Offices have a feeling of "subdued enthusiasm." The following comment provides another aspect to the involvement of the Regional Offices with the large metropolitan boards.

> . . . there is far less hostility on the part of teachers towards Regional Offices . . . as compared with the way teachers feel about their central office personnel in the cities . . . there is animosity there . . . they perceive anybody who lives in the central office and employed by "the boss" as part of the "the boss."

There were no major problems perceived in the relationship between the A.T.A., teachers and the Regional Offices. Some selected issues were provided but no attempt was made to generalize from these. Teachers appear to only have a vague idea of what the Regional Office is doing, and some boards and teachers have a concern that an undue emphasis may develop on the regulatory function. There have been examples of teachers refused service that they were led to believe would be available, and there has been speculation that superintendents will use the Regional Office to have their own ideas implemented.

The respondent was enthusiastic about the provision of consultative service and suggested that it could be made "the principal function." The size of school boards was predicted to change over the next 25 years so that boards would employ their own consultants resulting in a decline of Regional Offices. Governments are tending to provide an increasing proportion of the costs of education, resulting in pressures to exert more control, but the use of Regional Offices to achieve this was deplored.

PERCEPTIONS OF TWO SENIOR ADMINISTRATORS IN A PROVINCIAL SCHOOL TRUSTEE ORGANIZATION

The respondents representing the Alberta School Trustees' Assocation (A.S.T.A.) indicated that trustees in the province were currently deciding what their perceptions were. There also appeared to be two reasonably defined positions taken by trustees, and an attempt was made to provide a balanced response to the questions posed in the interview.

In tracing the stages in the development of the education system in Alberta, one respondent provided his perception of the reaction of the Department of Education to the termination of provincially appointed superintendents and the perception of trustees.

> . . . that cut off the Department of Education from direct contact with each of the districts . . . so they felt, I'm sure, a little bit worried about "how do we know what's going on in those districts out there?," and it's my perception that the Department of Education personnel . . . don't really trust school boards to do the job out there. . . . They are very much concerned about the monitoring aspect of the Department . . .

The trustees' perception is:

> Why doesn't the Minister make the school boards responsible for what goes on in education in each of the districts? And if he wants to know what is going on in the districts why doesn't he have better contact with the trustees and cut down this Regional Office bit and the size of the Department of Education . . . and give that administrative strength to the school districts themselves . . .
>
> The trustees have a "gut-feeling" that gradually the Department of Education is going around them down into the administration of schools . . . The Regional Offices are a real threat to the continued existence of trustees [and] they are servicing school boards right out of existence.

The other position adopted by trustees is represented in the following comment.

> [They say that] the existence of all that service and capacity which we don't have to pay for out of our budget makes it possible that any time we have a problem we can simply go there [to the Regional Office] . . . . They see it as a source of information, help and extra manpower . . .

Three problems associated with the Regional Offices were briefly mentioned. Some administrative decisions are delayed by constant referral to the Department, Regional Offices are not used frequently where they are perceived to undermine local appointments, and some Regional Office personnel are considered to have limited expertise.

A recommendation from one respondent for the future administration of Regional Offices was to:

> . . . gradually shift the services that are being provided through the Regional Offices . . . [so that they] are available to the trustees themselves . . . and are directed by the trustees.

As part of a call for joint conferences between the Department of Education and trustees in the province to determine the purposes of education, benefits would be derived by clarifying the role of school trustees and the relationships between school boards and the Department.

SUMMARY

Development of a Regional Office system in Alberta originated with recommendations of a Royal Commission in 1959. When a revised School Act was implemented in 1970, local boards were required to appoint superintendents and the decision was made that the monitoring function of government would be accomplished from Regional Offices. Each of the five Regional Offices has a coordinator and from 6 - 12 program consultants. Operating programs are provided in research, audio-visual service, in-service education, budgeting and administrative organization. Consultative services are available in guidance and testing, special education, library, audio-visual instruction, early childhood education, in-service education and regular instructional areas. The functions rated as very important for Regional Offices in Alberta are (1) regulatory-evaluatory function, (2) monitoring function, and (3) service function. Consultants have been available to teachers for classroom visits, to explain new programs and to be involved in in-service work. For the Department of Education, Regional Offices have conducted investigations, provided information on problem areas, interpreted programs and monitored education in the province. Regional Offices have been highly successful in decentralizing the evaluation of individual schools, and their most serious problem has been the conducting of educational research.

Chapter 10

REGIONAL OFFICES OF EDUCATION IN NEWFOUNDLAND

Although the concept of regionalization has been accepted by the Department of Education in Newfoundland, Regional Offices of Education have not been developed to the extent visualized. Because the province is in a developmental stage the data are incomplete or brief in comparison with other provincial systems. However, although the size of the province is small, there is evidence of greater clarity in the planning and objectives for Regional Offices than in some of the provinces with established systems.

EXTENT

Establishment

The plan for Regional Offices for Newfoundland was first defined in a Royal Commission on Education in 1968 (The Warren Commission, Volume 2:61-63). Six Regional Offices throughout the province were recommended (Figure 23), to be staffed by a regional superintendent and a professional staff of consultants. By the end of 1973 two Regional Offices had been established at Grand Falls and Corner Brook with a regional superintendent in each. Department of Education plans call for an expansion of the number of Regional Offices and the appointment of professional consultants.

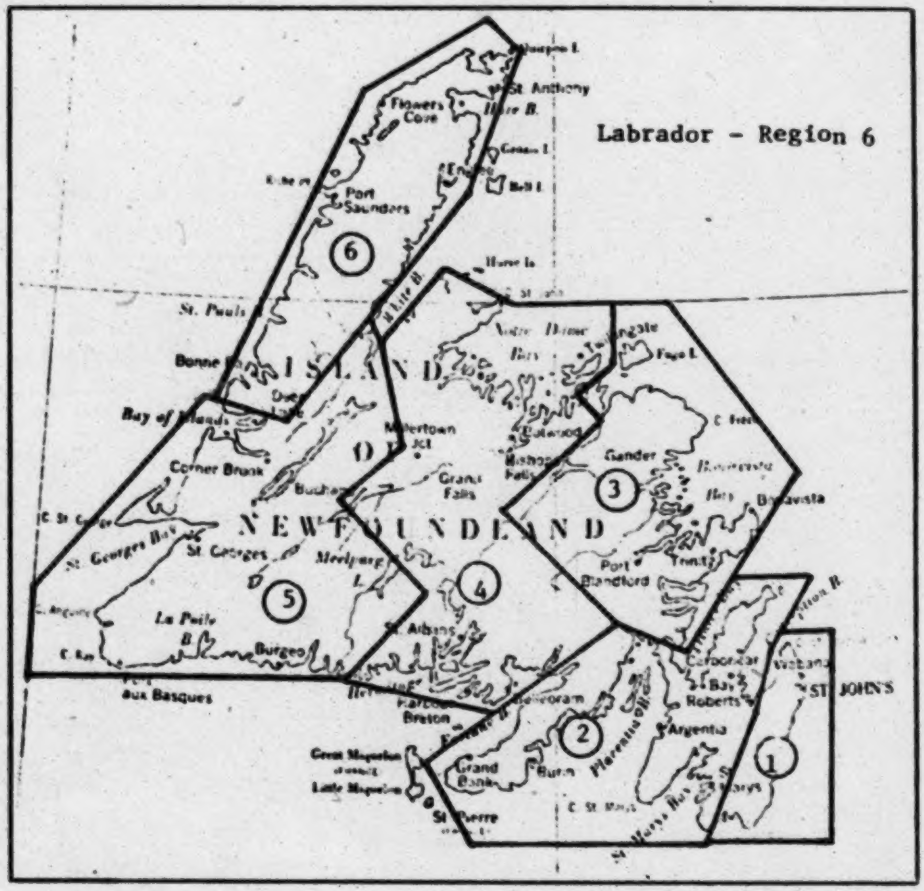

Labrador - Region 6
St. Anthony
Flowers Cove
Port Saunders
St. Pauls
Bonne B.
Bay of Islands
Corner Brook
ISLAND OF NEWFOUNDLAND
Notre Dame Bay
Twillingate
Fogo I.
Millertown Jct.
Grand Falls
Bishop Falls
Gander
Bonavista Bay
Bonavista
Trinity
Port Blandford
St. Georges Bay
St. Georges
Meelpaeg L.
La Poile B.
Burgeo
Port aux Basques
St. Albans
Harbour Breton
Belleoram
Fortune B.
Grand Bank
Burin
Placentia
Argentia
Carbonear
Bay Roberts
St. John's
St. Marys
St. Pierre
Great Miquelon
Little Miquelon
1
2
3
4
5
6

Figure 23

Educational Regions, Newfoundland, 1973

Organization

Responsibility for the administration of Regional Offices comes within the division of school supervision of the Department of Education, involving an Assistant Deputy Minister (Academic), a Chief Superintendent and Assistant Chief Superintendent. An organization chart for the Department of Education is presented in Figure 24.

Personnel

The positions and salaries of administrative and supervisory personnel associated with Regional Offices are indicated below.

Head Office:	Chief Superintendent	$16026-18300
	Asst. Chief Superintendent	$13677-16200
	Clerk-Stenographer	$ 4555
Regional Offices:	Regional Superintendent	$11600-14800
	Clerk-Stenographer	$ 4080

Clients

The area, number of school jurisdictions, schools, teachers and pupils served by each of the two Regional Offices in Newfoundland are as follows:

	Grand Falls	Corner Brook
Area:	Region covers a 100 mile radius from Grand Falls. Areas 3-4 on Figure 23	The extremities of the region involve a distance of 437 miles. Areas 5-6 on Figure 23
Jurisdictions:	6	8
Schools:	242	174
Teachers:	1613	1500
Pupils:	37233	35272

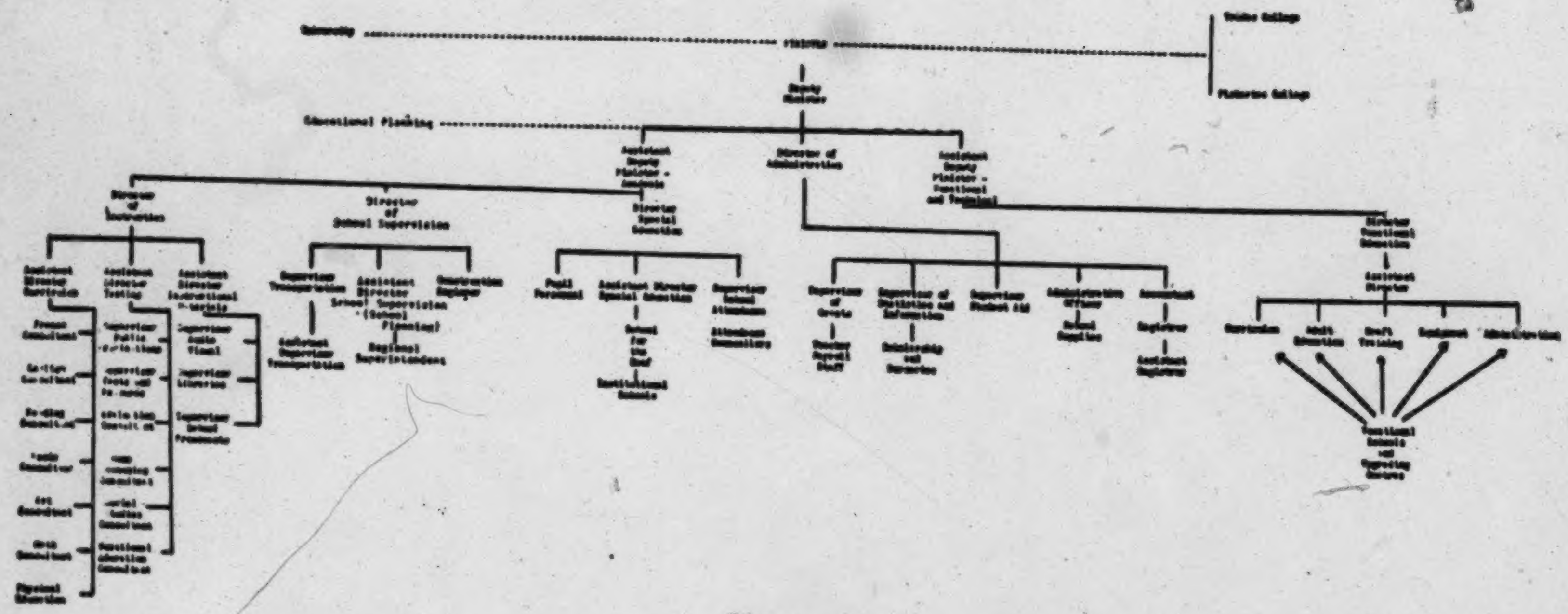

University
Minister
Trades College
Fisheries College
Deputy Minister
Educational Planning
Assistant Deputy Minister - Academic
Director of Administration
Assistant Deputy Minister - Vocational and Technical
Director of Instruction
Director of School Supervision
Director Special Education
Assistant Director Curriculum
Assistant Director Testing
Assistant Director Instructional Materials
Supervisor Transportation
Assistant Director School Supervision (School Planning)
Construction Engineer
Assistant Supervisor Transportation
Regional Superintendents
Pupil Personnel
Assistant Director Special Education
School for the Deaf
Institutional Schools
Supervisor School Attendance
Attendance Counsellors
Supervisor of Grants
Teacher Payroll Staff
Supervisor of Statistics and Information
Scholarship and Bursaries
Supervisor Student Aid
Administrative Officer
School Supplies
Accountant
Registrar
Assistant Registrar
Director Vocational Education
Assistant Director
Curriculum
Adult Education
Craft Training
Equipment
Administration
Vocational Schools and Upgrading Centres
French Consultant
Physical Education
Supervisor Audio Visual
Supervisor Libraries

Figure 24

Organization Chart, Department of Education, Newfoundland, 1973

GOVERNANCE AND OBJECTIVES

In the *Regional Office Questionnaire*, the Regional Office was described as being an intermediate unit, a state agency, a service center and a regional-based agency. The relationship of the Regional Offices to the Department of Education in Newfoundland is based on "the concept of the regional office of education [as] a combination of a state agency and a service centre . . ."

Clarification of the objectives held for Regional Offices is contained in a later section based on interviews with two senior administrators in the Department of Education. However, official duties of Regional Superintendents as prescribed by The Schools Act, 1970 are set out below.

> The duties of a Regional Superintendent shall be to
>
> (a) act as liaison between the Department and Boards of Directors and School Boards;
> (b) advise the Superintendents in his area of jurisdiction with respect to the organization of education in their districts and in developing an educational program for the schools in their districts;
> (c) ascertain whether the colleges, schools, Boards of Directors and School Boards in his area of jurisdiction are complying with all Acts and regulations of the province applicable thereto and report thereon to the Minister;
> (d) evaluate the progress of education in his area of jurisdiction;
> (e) encourage Superintendents, principals and teachers in his area of jurisdiction to raise the standard of instruction in their colleges and schools;
> (f) assist the Department in developing curriculum; and
> (g) perform such other duties as may be assigned to him by the Minister.
>
> (The Schools Act, 1970. Chapter 346, sec. 111)

Item C.1 on the *Regional Office Questionnaire* was designed to obtain an overall ranking of importance and a rating of importance within Departmental policy of six listed functions. Only the first part of this item was responded to and the listed rankings are given below.

Rank	Function
1.	Service Function
2.	Administrative Function
3.	Developmental Function
4.	Regulatory (Evaluatory) Function
5.	Inter-Agency Cooperation Function

Communication

Requests by teachers and principals for consultative service from the Regional Office are directed through the District Superintendent to the Regional Superintendent. No advisory groups have been used to facilitate communication between clients and the Regional Office.

FINANCE -- STAFFING -- PHYSICAL FACILITIES

The services of Regional Offices are financed by the Provincial Treasury. The budget allocation in Departmental Estimates for Regional Offices in 1973-74 was $126,000.

A master's degree in the related area is required for appointment as a Departmental consultant. Some of the allowances provided for consultants are noted in Appendix E.7. The extent of cooperation between Regional Offices and tertiary institutions in providing workshops and seminars was described as being "considerable."

The physical facilities that exist in each Regional Office were considered to be adequate for the current stage of development, but if services and personnel are increased according to plans then an expansion of facilities would be required.

INTER-AGENCY RELATIONS

The extent of inter-agency cooperation in Regional Offices was considered to be "extensive" in the joint use of facilities and in cooperative purchasing. Regional Offices are located in provincial buildings that accommodate other government departments, and all government purchasing is controlled by a central government office. There is "limited" sharing of secretarial and clerical assistance with other departments and participation in regional planning. No cooperation was reported in the use of centralized data processing and joint staff development with other government departments.

ASSESSMENT

Various items on the success, benefits and problems of Regional Offices were not completed by the Department of Education in Newfoundland because of the limited stage of development. The following comment was provided in response to the question "What benefits do you think have resulted from the operation of Regional Offices in your province?"

> We are not in a position to determine what benefit there may be to the classroom teacher and pupils [from] the regional offices at this point in time . . . . The service offered is very, very limited and the hope for expansion lies in Government acceptance of the fact of regional offices and their willingness to finance them to a greater degree than at present.

PERCEPTIONS OF TWO SENIOR ADMINISTRATORS IN THE PROVINCIAL DEPARTMENT OF EDUCATION

The impetus for the planning of a Regional Office system in Newfoundland came from recommendations made by the Warren Commission in 1968. According to the two senior officials who were interviewed in the Department of Education,comprehensive plans have been established for a Regional Office system involving such resource personnel as reading consultants, clinical psychologists, curriculum experts, and social workers and facilities for distribution of audio-visual materials. The province as yet has only "made a beginning." The officials stated that the Department had not been able to obtain the finances necessary to establish six Regional Offices.

In order of importance, the major objectives for the Regional Offices when developed will be to provide consultative services and improve administrative efficiency. Because of increasing government expenditure in education another objective which could emerge would involve the evaluation of school board operations within a region. The isolation of the province has fostered the development of audio-visual materials and a Regional Office system would provide appropriate distribution centers.

Specific benefits resulting from the operation of Regional Offices are not yet evident in Newfoundland. One of the officials observed that "we haven't thought about the benefits to the Department" but speculated that "it would be easy for us to communicate with teachers and school boards [and] to extend services." A prime concern in planning for Regional Offices was the opportunity to provide service to school boards and teachers.

The province is involved in development of its natural resources and a major problem has been to obtain the finance necessary to establish six Regional Offices. Obtaining specialized personnel to staff each Regional Office was a potential problem. Predictions by the two officials for the future developments in Regional Offices focussed on the implementation of existing plans. As the government appears to be committed to a program of decentralization and some departments have already decentralized their operations, one respondent noted that there will have to be greater rationalization in the future with the possibility of several government services being provided from the one Regional Office. In line with developments in other provinces, the prediction was made that there will probably be increasing central control over educational financing. At present virtually no controls exist over school board expenditures.

PERCEPTIONS OF A SENIOR ADMINISTRATOR IN THE PROVINCIAL TEACHERS ORGANIZATION

The respondent interviewed in the Newfoundland Teachers' Association had randomly surveyed by telephone some teachers and superintendents in order to obtain their views on Regional Office development in the province. The perceived rationale for the introduction of Regional Offices corresponded with that provided by the Warren Commission. A reaction of one district superintendent to the regional superintendency was recounted:

> This could be a great thing . . . if Government would put some money in it and allow the regional superintendent to have specialist personnel . . . He's [the regional superintendent] performed a coordination function, he meets with us monthly and that's a good thing, but he does not have the wherewithal to go further--he has no specialist personnel.

A sample of teachers' perceptions noted that the Regional Office was "totally ineffective," top personnel had not been appointed, and it was only used as a "post for civil servants that they [the Department of Education] had to place in the restructured system." Teachers perceived that the regional superintendent exerts little influence at the classroom level.

Predictions for future trends in Regional Offices in Newfoundland are necessarily restricted by the limited stage of development currently achieved. The respondent supported the approach, and stated that resource people being available from a Regional Office is "a more valid way of moving than in each individual school board trying to set up these services on its own," and "teachers want this service and are crying out for it." However, if Regional Offices are developed, teachers would question any attempt by the Department of Education to reduce the authority of school boards and superintendents and to add an inspectoral function to the tasks of Regional Office consultants.

SUMMARY

A policy of regionalization has been accepted by the Department of Education in Newfoundland, but only two Regional Offices have been developed. In 1968 a royal commission recommended the establishment of six Regional Offices to be staffed by a regional superintendent and a professional staff of consultants. At present each Office is staffed with a regional superintendent. None of the programs and services provided in other provincial systems are available. A rank ordering of functions for the Newfoundland Regional Offices is as follows: (1) service function, (2) administrative function, (3) developmental function, (4) regulatory function, and (5) inter-agency cooperation function. The benefits, success and problems resulting from the operation of Regional Offices could not be specified because of the limited stage of development.

Chapter 11

REGIONAL OFFICES OF EDUCATION IN THE NORTHWEST TERRITORIES

EXTENT

The administration of education in the Northwest Territories (N.W.T.) is consistently based on four regions (Figure 25). There is a superintendent and assistant superintendent for the Baffin Region working from Frobisher Bay on Baffin Island, a superintendent for the Keewatin Region whose present headquarters is at Fort Churchill, Manitoba, (to be relocated at Rankin Inlet in 1974) and one with similar responsibilities based at Inuvik. The other region extending from the 60°N. parallel to the Arctic Ocean has Fort Smith for its headquarters and is subdivided with assistant superintendents at Hay River, Fort Simpson, Yellowknife and Cambridge Bay. In addition to these regions, there is in the Yellowknife "sub-region" a public school district and a separate school district.

Establishment and Organization

Prior to 1969 there was greater federal control of administration with two district superintendents, one based at Ottawa and the other at Fort Smith and six area superintendents. A reorganization of the Department of Education created a Director and Assistant Director both based in Yellowknife and four regional superintendents. In

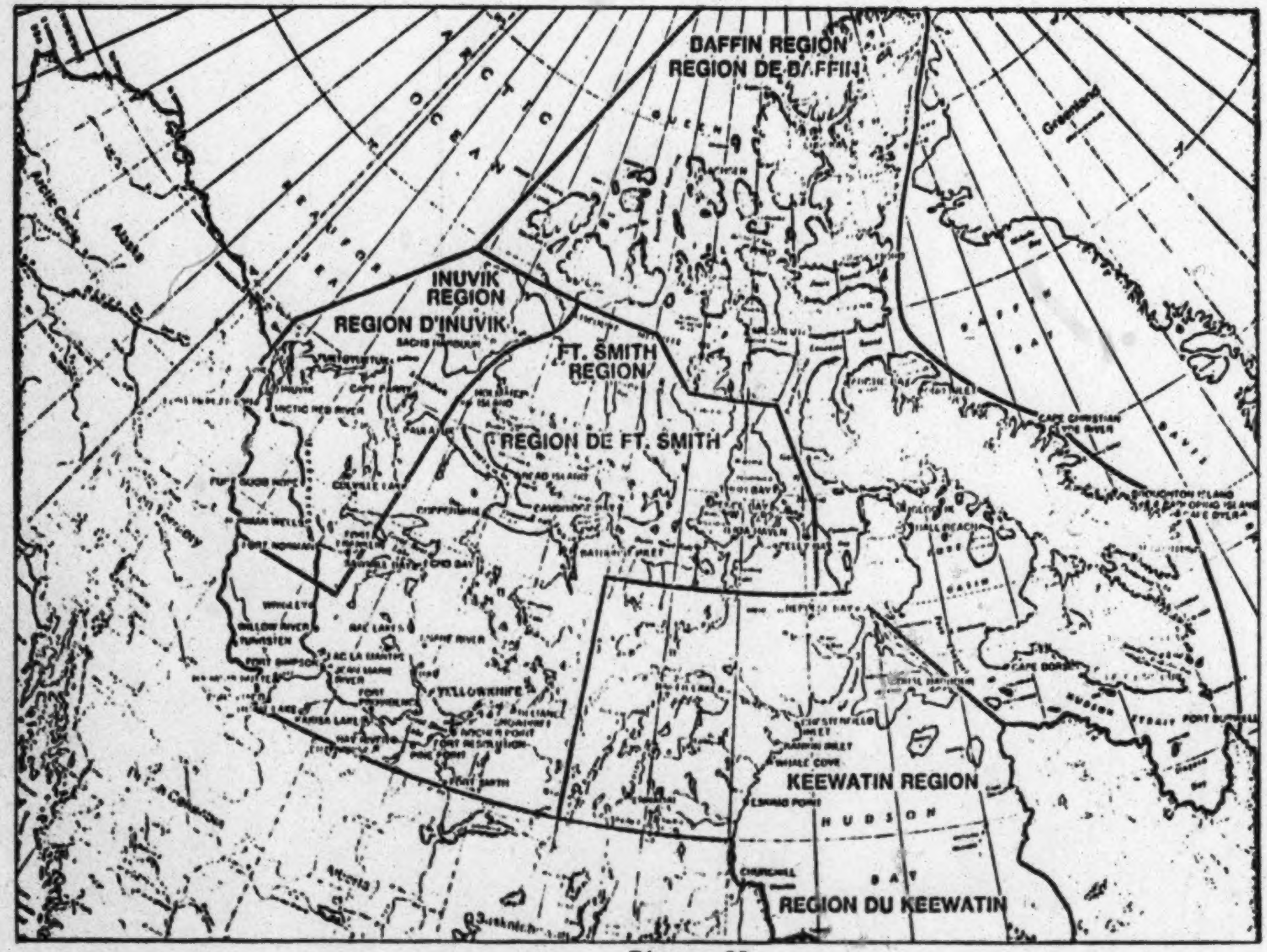

BAFFIN REGION
REGION DE BAFFIN
A R C T I C
O C E A N
B E A U F O R T
S E A
Greenland
Alaska
Arctic Circle
INUVIK REGION
REGION D'INUVIK
FT. SMITH REGION
REGION DE FT. SMITH
YELLOWKNIFE
WILLOW RIVER
TUNGSTEN
FORT SIMPSON
D A V I S
CAPE CHRISTIAN
HALL BEACH
CAPE DORSET
WHALE COVE
KEEWATIN REGION
H U D S O N
B A Y
CHURCHILL
REGION DU KEEWATIN

Figure 25

Educational Regions in the Northwest Territories, 1973 establishing the present system, regional superintendents "were contacted for their views," and "most of them wanted a high degree of 'professional' independence." The following chart was supplied to explain the reorganization (Figure 26). An organization chart showing relationships between programs within the Department of Education is provided as Figure 27.

Personnel

The positions, numbers and salary range of administrative and supervisory personnel in the Head Office of the Department of Education and the four Regional Offices are illustrated in Table 24.

Clients

The numbers of schools, teachers and pupils served by each Regional Office are provided in Table 25. The total of 568 teachers does not include 96 teachers who are directly employed by three school jurisdictions. At Rae Edzo (19 teachers) the Department has transferred the operation of the school to a "local committee" or elected school board. Public School District #1 and St. Patrick's Separate School District #2 both are in Yellowknife and employ 52 teachers and 25 teachers respectively. Calculation of ratios between supervisory staff, pupils, teachers and schools should not overlook program supervisors based in the Department of Education, but on the basis of the numbers of superintendents and program supervisors for each region, comparisons can be made from Table 26.

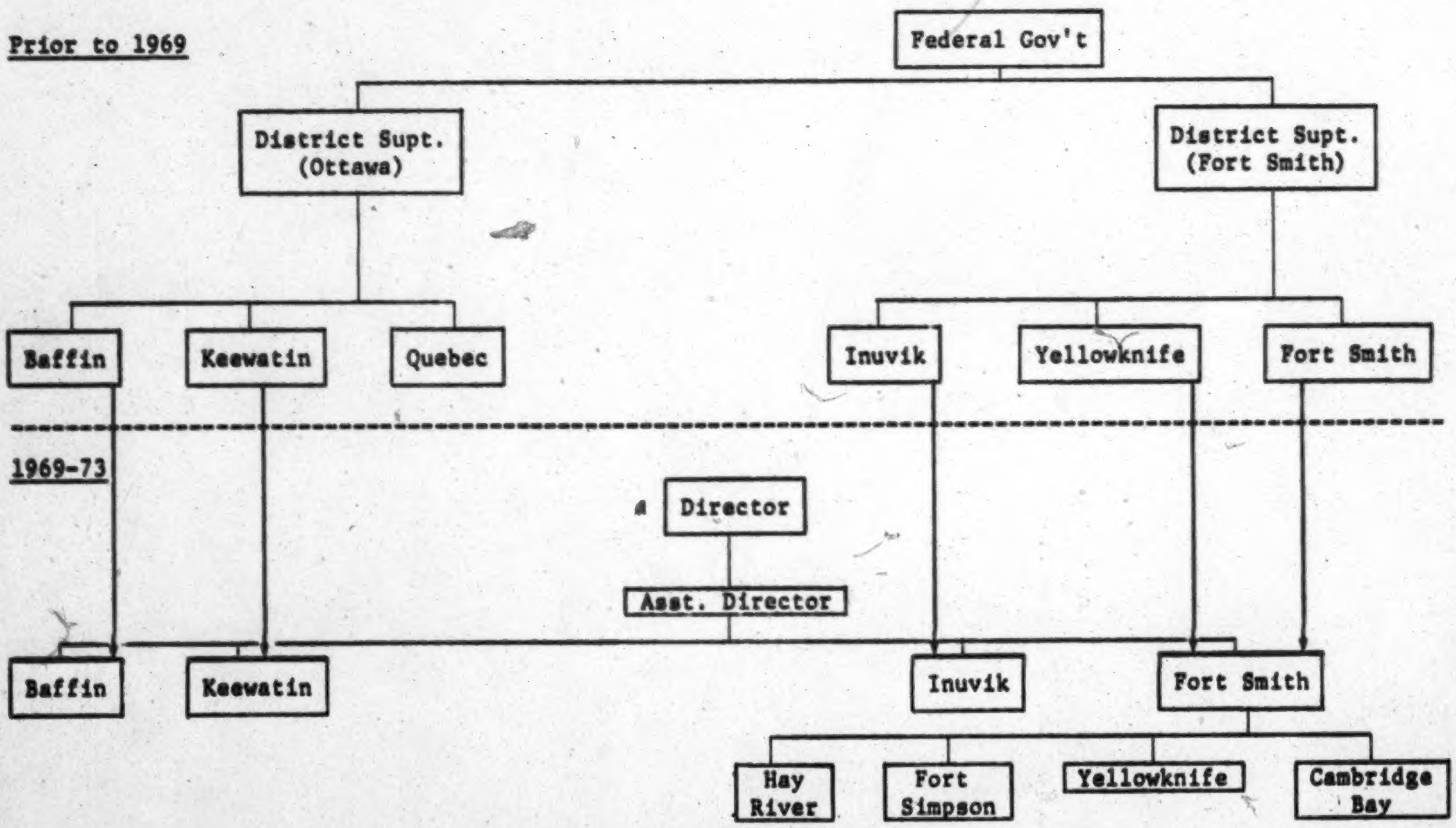

Prior to 1969
Federal Gov't
District Supt. (Ottawa)
District Supt. (Fort Smith)
Baffin
Keewatin
Quebec
Inuvik
Yellowknife
Fort Smith
1969-73
Director
Asst. Director
Baffin
Keewatin
Inuvik
Fort Smith
Hay River
Fort Simpson
Yellowknife
Cambridge Bay

Figure 26

Reorganization of Regions in the Department of Education, Northwest Territories

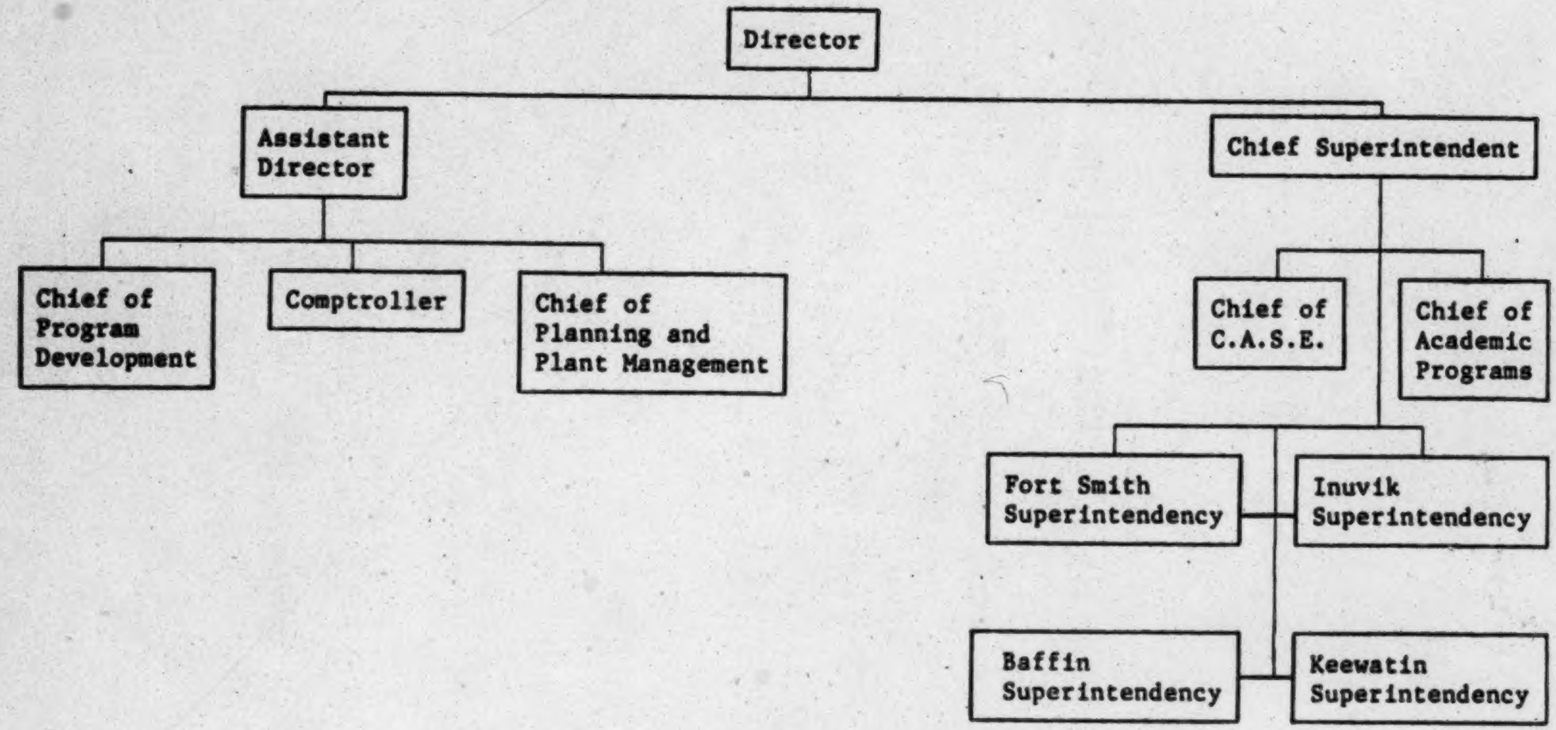

Director
Assistant Director
Chief Superintendent
Chief of Program Development
Comptroller
Chief of Planning and Plant Management
Chief of C.A.S.E.
Chief of Academic Programs
Fort Smith Superintendency
Inuvik Superintendency
Baffin Superintendency
Keewatin Superintendency

Figure 27

Organization Chart Department of Education,
Northwest Territories, 1973

Table 24

Positions, Numbers and Salaries of Administrative and Supervisory Personnel in Head Office and the Four Regional Offices of Education Northwest Territories, 1973

POSITION	HEAD OFFICE Number of Positions	SALARY RANGE $
Director	1	22400 - 28000
Asst. Director	1	22400 - 28000
Chief Supt.	1	18800 - 23400
Division Chief	5	14700 - 20500
Program Supervisor	19	11000 - 15900
Clerical Support	16	5400 - 9200

POSITION	FORT SMITH REGION	INUVIK REGION	BAFFIN REGION	KEEWATIN REGION	SALARY RANGE $
	Number of Positions				
Supt. of Education	1	1	1	1	19700 - 24500
Asst. Supt. of Ed.	4	1	1	1	16600 - 22400
Program Supervisor	8	5	8	8	11000 - 18000
Clerical Support	7	2	4	3	6600 - 9200
Total	20	9	14	13	

Table 25

Schools, Teachers and Pupils Served by Regional Offices
-- Northwest Territories, 1973

	Number of		
REGION	Schools	Teachers	Pupils
Fort Smith			
- Fort Simpson	28	37	705
- Hay River		119	2216
- Cambridge Bay		41	919
- Yellowknife		42	583
Inuvik	12	127	2258
Baffin	15	131	2116
Keewatin	8	55	1186
Total for 4 regions	63	552	9983
Local school systems:			
Rae-Edzo		20	350
Yellowknife Public		55	1066
Yellowknife St. Patrick's		25	463
Total for N.W.T.		652	11862

Table 26

Comparison of Ratios between Program Consultants, Schools, Teachers and Pupils in the Four Regions of the Northwest Territories, 1973

REGION	Numbers of Supervisory Staff	Ratios of Numbers of Supervisory Staff to		
		Number of Schools	Number of Teachers	Number of Pupils
Fort Smith	13	1: 2.2	1: 18.4	1: 340.2
Inuvik	7	1: 1.7	1: 18.1	1: 322.6
Baffin	10	1: 1.5	1: 13.1	1: 211.6
Keewatin	10	1: 0.8	1: 5.5	1: 118.6
Total	40	1: 1.6	1: 13.8	1: 249.6

Programs and Services

A listing of the programs and services available from Regional Offices is provided in Table 27. In the area of pupil and staff personnel services and programs, most items were rated as being "available but inadequate for present demand," with the exception of consultant services in regular instruction which were all "available and meeting present demand." The majority of general administrative services and programs were regarded as being "available and meeting present demand."

GOVERNANCE

The Regional Office of Education has been regarded (Nault, 1970) as an intermediate unit, a state agency, a service center and a regional-based agency. In response to the question "what is the relationship of the Regional Offices in your province to the Department of Education?" The respondent stated that it "involves a combination of [these] . . . concepts with emphasis on services to meet specific 'local' needs."

OBJECTIVES AND FUNCTIONS

No specific statement of objectives was provided by the respondent for the Regional Offices of the Northwest Territories nor for individual Regional Offices. In the *Regional Office Questionnaire*, respondents were asked to rank six stated functions in order of importance, to rate their importance within the total framework of Departmental policy and to state supporting reasons.

Table 27

Availability of Programs and Services, Regional Offices of Education, Northwest Territories, 1973

Programs and Services	Availability 1. Not Available & Not Planned for Future	2. Not Available but Planned for Future	3. Available but Inadequate for Present Demand	4. Available and Meeting Present Demand
A. PUPIL AND STAFF PERSONNEL SERVICES AND PROGRAMS				
1.0 OPERATING PROGRAMS BY REGIONAL OFFICES				
1.1 Guidance, Testing and Counselling				
Counselling students			✓	
Testing students			✓	
Vocational guidance			✓	
Psychological service to students		✓		
Psychiatric referral service			✓	
1.2 Social Work			✓	
1.3 Special Education Instruction				
Gifted children			✓	
Partially sighted children			✓	
Hard-of-hearing children			✓	
1.4 Other Special Services				
Speech screening			✓	
Speech therapy			✓	
Hearing screening			✓	
Educational research			✓	
Nursing service			✓	
Medical service			✓	
Dental service			✓	
Audio-visual service			✓	
Library service			✓	
1.5 Adult Education				✓
1.6 Kindergarten-Early Childhood Services				✓
1.7 In-service Education				✓
Conducting workshops for professional staff			✓	
Conducting workshops for non-certified staff			✓	
Providing extension classes for credit			✓	
1.8 Other (please specify):				
2.0 CONSULTANT SERVICES PROVIDED BY REGIONAL OFFICES				
2.1 Guidance, Testing and Counselling				
Counselling students			✓	
Testing students			✓	
Vocational guidance			✓	
Psychological service to students		✓		
Psychiatric referral service		✓		
2.2 Social Work			–	
2.3 Special Education				
Gifted children			✓	
Educable children			✓	
Trainable children			✓	
Partially sighted children			✓	
Hard-of-hearing children			–	
2.4 Other Special Services				
Speech correction			–	
Library service		✓		
Educational research			✓	
Nursing service			✓	
Medical service			✓	
Audio-visual service			✓	
2.5 Adult Education			✓	
2.6 Kindergarten-Early Childhood Services				✓
2.7 In-service Education				
For professional staff			✓	
For non-certified staff			✓	

Table 27 (continued)

Programs and Services	Availability 1.	2.	3.	4.
2.0 CONSULTANT SERVICES PROVIDED BY REGIONAL OFFICES				
2.8 Regular Instruction				
Elementary curriculum:				
Reading, Language Arts				✓
Science				✓
Social Studies				✓
Mathematics				✓
Second Language				✓
Art				✓
Music				✓
Physical Education				✓
Secondary curriculum:				
Language Arts				✓
Science				✓
Social Studies				✓
Mathematics				✓
Second Language				✓
Business Education				✓
Home Economics				✓
Trade-industrial-technical				✓
Industrial Arts				✓
Agriculture				✓
Art				✓
Music				✓
Physical Education				✓
2.9 Other (please specify):				
B. GENERAL ADMINISTRATIVE SERVICES AND PROGRAMS				
1.0 OPERATING PROGRAMS BY REGIONAL OFFICES				
1.1 Maintenance of buildings and grounds				✓
1.2 Pupil transportation			✓	
1.3 Secretarial service			✓	
1.4 Legal matters				✓
1.5 School district reorganization				✓
1.6 Site selection and acquisition				✓
1.7 School building programs				✓
1.8 Public relations for local districts			✓	
1.9 Financial budgeting-purchasing-accounting				✓
1.10 Orientation of school board members			✓	
1.11 Administrative organization				✓
1.12 Teacher-administrator-board relations				✓
1.13 Other (please specify):				
2.0 CONSULTANT SERVICES PROVIDED BY REGIONAL OFFICES				
2.1 Maintenance of buildings and grounds				✓
2.2 Pupil transportation			✓	
2.3 Secretarial service			✓	
2.4 Legal matters				✓
2.5 School district reorganization				✓
2.6 Site selection and acquisition				✓
2.7 School building programs				✓
2.8 Public relations for local districts			✓	
2.9 Financial budgeting-purchasing-accounting				✓
2.10 Orientation of school board members		✓		
2.11 Administrative organization				✓
2.12 Teacher-administrator-board relations				✓
2.13 Other (please specify):				

Ranking of Functions

Functions rated as "very important."

Rank 1. Service Function. This function was considered to be very important "since this reflects most directly the attainment of our main objective to enhance and improve educational programs to more closely meet local needs."

Rank 2. Regulatory-Evaluatory Function. Support for this function noted that "evaluation is especially significant in measuring the degree of goal attainment."

Rank 3. Inter-Agency Cooperation Function. The need "to co-ordinate and foster a team approach to northern development in both human and natural resources" was provided as support for this function.

Functions rated of "moderate importance."

Rank 4. Developmental Function. Because of the "unique education environment" the provision of in-service training was considered to be essential.

Rank 5. Monitoring Function.

Function rated of "slight importance."

Rank 6. Administrative Function. This function was ranked last and was important only as "a necessary but routine chore."

Resource Allocation

In the estimates of resources allocated to the above listed functions, the Service Function reflected the importance attached to it. There was no discrimination between other functions, with the exception of the Administrative Function which consumed 20 percent of resources and was ranked last in importance. The allocations are listed below.

Function	Percentage of Resources
Administrative	20
Developmental	10
Inter-Agency Cooperation	10
Monitoring	10
Regulatory	10
Service	40

Communication

Any requests for consultative service from teachers and principals are all directed to the regional superintendent. All schools have Advisory Committees working with the principal and superintendent to ensure the maximum of "people involvement." This involvement is particuarly important with regard to inclusion of native culture in school programs. Advisory Committees have money allocated to them to include in the curriculum a cultural component such as instruction in snow igloo building, fishing or hunting. The Committee provides the instructor to organize the classes for a set number of hours per week.

FINANCE

The total amount budgeted for Regional Offices for 1973-74 is $19,437,000. This figure cannot be compared with other provinces because of the different system of governance in the Northwest Territories. Annual budgets for each Regional Office are presented to the Department of Education by the regional superintendents and "calculated on the basis of established criteria."

STAFFING

"A university degree and several years of successful experience" were the only qualifications stated to be necessary for appointment to a Regional Office. Some of the allowances provided for Regional Office personnel are listed in Appendix E.9. Cooperation and interchange between Regional Office personnel and tertiary institutions occurs "several times per year." The respondent stated that approximately 1½ percent of the budget is allocated to "staff development," but in additional notes, this figure was also used to cover the costs of selected teachers attending summer schools or full-time university courses. As the item was specifically directed at Regional Office staff development, no comparisons can be made with other provinces.

PHYSICAL FACILITIES

The physical facilities that exist in each Regional Office were considered to be "reasonably" adequate for the provision of programs and services, and no parts of a Regional Office are accommodated in separated locations. However, the resource material centers in some regions have been temporarily situated in separate locations.

INTER-AGENCY RELATIONS

Factors of sparse population, isolation and long distances emphasize the need for close cooperation between government departments in the Northwest Territories. There is more reported inter-agency cooperation in the Regional Offices of the Northwest Territories than in any other province. "Extensive" relationships have been established by Regional Offices with other government departments in the joint use of facilities (use of office buildings and services), cooperative purchasing (the government Purchasing Department handles all purchases), and centralized data processing. "Limited" cooperation occurs in the joint employment of personnel (teachers acting as administrators), participation in regional planning, and joint staff development.

LEGISLATIVE STRUCTURE

There was considered to be "considerable" flexibility in the legislative guidelines related to Regional Offices, and the Offices are regarded as an integral part of the educational system.

ASSESSMENT

Respondents were asked to assess the perceived benefits resulting from the operation of Regional Offices to teachers, administrators and the Department of Education.

Benefits

Teachers have been closely involved in the services provided by Regional Office personnel and have gained "a better appreciation of practical educational goals." For principals, the process of evaluation has been facilitated and they have obtained a more direct and prompt service. The decentralization of routine administrative matters to the Regional Offices has resulted in more time being available for planning and policy decisions, and innovative programs in the head office of the Department. Staff morale has improved as a result. At the level of the general public, Regional Offices were perceived to have provided greater opportunities for direct participation in such areas as the implementation of new policies.

Success in Decentralization

Regional Offices in the Northwest Territories were perceived to be "highly successful" in providing consultative services for teachers and in evaluating school systems. In the remaining listed services, they were assessed as being "fairly successful" -- providing consultative services related to system-wide programs, interpreting Department regulations, evaluating individual schools, involving teachers in curriculum development and providing assistance in planning school buildings.

Problems

The perceived seriousness of 74 listed problems encountered in the operation of Regional Offices is indicated in Table 28. In Section B, problems have been listed that could be associated with local school districts and the noted responses apply only to the public school and separate school districts of Yellowknife.

PERCEPTIONS OF A SENIOR ADMINISTRATOR IN THE TERRITORIAL DEPARTMENT OF EDUCATION

In his opening remarks the respondent emphasized the uniqueness of the educational system in the Northwest Territories. While it was very small in pupil population (11862 pupils), the total area included approximately 1 1/3 million square miles.

The rationale for the establishment of Regional Offices was perceived to be based on two major factors -- the size of the territory and the demographic differences that exist. Eskimos predominate in the Keewatin and Baffin regions and "their needs and the programs they have are different from the Fort Smith region which is largely composed of Indian and white people." Within the Fort Smith region there is a diversity of ethnic groups including Slave, Dogrib and Chipewyan Indian and Copper Eskimo. This region has four sub-regions or superintendencies. They are only used for educational purposes and are not part of a total government policy of decentralization.

Table 28

Problems Associated with Regional Offices, Northwest Territories, 1973

Problems: A. Associated with Regional Offices
B. Associated with local school districts
C. Associated with the Department of Education

Problems	Seriousness 1.	2.	3.	4.	5.
A. Problems Associated with Regional Offices					
Obtaining qualified professional personnel		✓			
Developing courses of study and curriculum guides	✓				
Providing elementary curricular consultant services		✓			
Providing secondary curricular consultant services			✓		
Providing other special subject area services		✓			
Conducting educational research			✓		
Obtaining educational research findings			✓		
Providing programs and services for exceptional children				✓	
Obtaining financial resources		✓			
Obtaining physical space			✓		
Obtaining administrative assistance		✓			
Awareness of local school district needs	✓				
Small student populations in areas served			✓		
Large student populations in areas served		✓			
Distance and travel time			✓		
Communicating with the Department of Education			✓		
Communicating with local school districts		✓			
Coordinating programs with the Department		✓			
Coordinating programs with local school districts		✓			
Obtaining public interest and support			✓		
Developing long range planning and programs		✓			
Providing library services		✓			
Other (please specify):					
B. Problems Associated with Local School Districts					
Obtaining qualified teachers		✓			
Providing elementary instructional materials	✓				
Providing secondary instructional materials	✓				
Elementary curriculum		✓			
Secondary academic curriculum		✓			
Secondary vocational curriculum			✓		
Providing elementary guidance and counselling progs.			✓		
Providing secondary guidance and counselling progs.			✓		
Small elementary class size		✓			
Large elementary class size			✓		
Small secondary class size				✓	
Large secondary class size			✓		
Developing courses of study and curriculum guides		✓			
Providing elementary curriculum consultant services			✓		
Providing secondary curriculum consultant services				✓	
Providing programs and services for exceptional children				✓	
Providing in-service training programs for professional personnel		✓			
In-service training programs for non-professional personnel		✓			
Conducting educational research				✓	
Obtaining educational research findings			✓		
Providing audio-visual programs and services		✓			
Providing health services and programs			✓		
Obtaining financial resources		✓			
Obtaining physical space		✓			
Providing transportation programs		✓			
Providing custodial and maintenance services		✓			
Developing school policies		✓			
Orienting school board members		✓			
Obtaining administrative assistance		✓			
Obtaining secretarial and clerical assistance		✓			
Obtaining public interest and support			✓		
Maintaining teacher-administrator-board relations			✓		
Providing administrative services		✓			
Providing business management services			✓		
Providing adult education programs				✓	
Developing long range planning			✓		
Other (please specify):					
C. Problems Associated with the Department of Education					
Obtaining qualified professional personnel		✓			
Developing courses of study and curriculum guides		✓			
Providing elementary curricular consultant services		✓			
Providing secondary curricular consultant services			✓		
Providing other special subject consultant services		✓			
Conducting educational research			✓		
Obtaining financial resources		✓			
Obtaining physical space		✓			
Obtaining administrative assistance		✓			
Awareness of local school district needs		✓			
Distance and travel time		✓			
Communication with local school districts		✓			
Coordinating programs within the Department			✓		
Coordinating programs with local districts			✓		
Obtaining public interest and support			✓		
Developing long range planning			✓		
Other (please specify):					

Decentralization was perceived to be the major objective of the Department of Education.

> We are trying to decentralize and we want more local control of the schools, because we feel that the people that should have a big voice in what their children are learning and how they are learning are the parents -- that's our basic premise . . .
>
> We want to get education down to the grass roots where it really is at -- that's our major purpose.

Operating examples of this objective were provided in finance and the establishment of advisory committees. After estimates of expenditures for each region are submitted to the Department by the regional superintendent and approved by the Federal government, a financial allocation is returned to the Regional Office. When a budget is established for each school, the Department hopes that it can then be controlled by each principal. Elected school advisory committees that are particularly strong in the Baffin and Keewatin regions are in the process of being established in every settlement. As part of a "cultural inclusion program" the Department of Education contributes $15 per pupil to enable committees to hire native people to provide instruction in their cultural heritage. Monitoring of the entire educational system is achieved by monthly reports from principals and regional superintendents. One of the functions of the superintendent is to evaluate probationary teachers, and to observe permanent teachers every three years.

Perceived benefits resulting from the Regional Office system were noted for teachers and parents.

> Teachers feel that there is someone close to them geographically . . . to present to them . . . in a unified pattern where education is going in the Northwest Territories and particularly in the region.

Through the Regional Office system and advisory committees the Department of Education is able:

> to let the people at the settlement level know that what they think about education is important . . . this would be difficult to achieve on a territory-wide basis but it can be done on a regional basis.

Problems encountered in the operation of Regional Offices were perceived to arise out of the characteristics of the environment. Because the regions are different in people and at different stages of development, flexibility is important and the Department cannot rigidly impose a uniform central policy. The establishment of advisory committees enables programs to be designed to suit people in the region. Other problems arise out of travelling long distances and a small amount of regional competition. However, the Department is not committed to ensuring uniform development in the regions.

The principal plans for further development in the Regional Offices of the Northwest Territories involve the establishment of other offices in the superintendencies or sub-regions. A prediction for the future role of the Regional Office sees it as "an instrument to encourage more local control and more diversity that suits the needs of the people" in each region.

PERCEPTIONS OF A SENIOR ADMINISTRATOR IN THE TERRITORIAL TEACHERS ORGANIZATION

The representative of the Northwest Territories Teachers' Association (N.W.T.T.A.) concurred with the stated rationale for the introduction of a Regional Office system and considered that it was essential for purposes of communication, economical operation and for encouraging local autonomy.

The perceived Department of Education objectives for the regional superintendent were considered to be at variance with N.W.T.T.A. expectations.

> The regional superintendent should be the leader in programs . . . he should attempt to institute in-service training for teachers. I don't think the Department sees even half his role as being that -- they see him as a policy administrator, a programs administrator and a controller of dollars and cents.

There was perceived to be a great variation in the leadership provided from the Regional Offices. One of the benefits of the Regional Office, at least in one region, is that few professional problems have been directed to the N.W.T.T.A. Overall, the Regional Office system was perceived to provide teachers with a feeling of identification with the Department.

Most of the perceived problems associated with Regional Offices were attributed to personnel rather than the system. The respondent considered that the Department of Education "will have to come to grips with what is the role of the regional superintendent," many of the superintendents are not getting around enough to visit teachers -- "they need to provide leadership in the classroom" but are "too preoccupied with paper work" -- and there is no recent formal professional development among some of the superintendents. There were perceived problems created through regional variations in policy interpretation, and as far as the N.W.T.T.A. is concerned communication is at times hindered by the various administrative levels.

The major recommendation for the improved operation of Regional Offices focussed on financial administration. While budgets are eventually allocated to the Regional Offices, other government departments still have "pieces of the pie." Examples quoted were in the supply of rations and housing for teachers and in which settlement of grievances has to go through the appropriate government department. The respondent observed that this situation was a reverse case of the advantages gained by rationalizing government departments. A second recommendation based on expectations for the role of regional superintendent, called for greater role clarification and a change in emphasis. Further development of the Regional Office system in the Northwest Territories was confidently predicted, but this will depend on the nature of the involvement of local people and the avoidance of "tokenism."

SUMMARY

The administration of education in the Northwest Territories is based on four regions created after a reorganization of the Department of Education in 1969. Each Regional Office had a superintendent, an assistant superintendent and from 5 - 8 program supervisors. Programs and services were available in most of the major areas, and the three most important functions for the Regional Offices were (1) service function, (2) regulatory-evaluatory function, and (3) inter-agency cooperation function. Teachers have become more involved in the supervisory process with the introduction of Regional Offices, better service has been provided for principals, and the Department has been freed from some routine administrative tasks. Regional Offices have been highly successful in decentralizing the provision of consultative services for teachers and the evaluating of school systems. A serious problem is encountered in providing programs and services for exceptional children.

Chapter 12

REGIONALISM IN THE YUKON TERRITORY, PRINCE EDWARD ISLAND, AND BRITISH COLUMBIA

This chapter presents the limited data obtained in the Yukon Territory, Prince Edward Island and British Columbia so as to provide a complete coverage of provincial and territorial educational systems. None of the educational systems in these areas included regional offices of education. In the Yukon Territory there are two regional superintendents, one responsible for supervision of the urban Whitehorse area, the other for the remaining rural areas. Prince Edward Island has five Regional School Boards administering all provincial schools. British Columbia is unique in the Canadian provinces and territories for the absence of any apparent regionalism in the administration of education. The data presented for this province consist of the perceptions of a Department of Education official and representatives of teacher and trustee organizations on the administration of education in British Columbia.

YUKON TERRITORY

The official interviewed in the Department of Education was at the level of regional superintendent. The territory has no school boards and the educational system is primarily a centralized one.

Before 1973 there were two assistant-superintendents who shared responsibility for the supervision of all schools. In 1973, "because of the pressure of development," the Department was reorganized to include two regional superintendents. Regional superintendents are responsible for the supervision of instruction and evaluation of teachers, and obtain specialist assistance from supervisors in elementary education, special services native curriculum, and from an educational psychologist. Numbers of schools, teachers and pupils in each superintendency for September, 1973 are listed below.

	Schools	Teachers	Pupils	Supts.	Supvrs.
Rural Yukon	15	90	1507	1	4
Urban Yukon (Whitehorse)	8	161	3436	1	
Totals	23	251	4943	2	4

Overall ratios of supervisory personnel (2 superintendents + 4 supervisors) were 1: 42 teachers, and 1: 824 pupils.

Two specific problems inherent in the regional superintendents' duties were mentioned. The rural superintendent faces the problem of a few isolated schools being separated by large distances. For example the distance from Whitehorse to one of the most northerly settlements is 500 miles. A problem indigenous to the area is the diversity in attitudes, values and socio-economic conditions, especially between rural and urban regions.

No plans exist in the Yukon Territory for further implementation of a regional approach to education.

Perceptions of a Representative of the Yukon Teachers' Association

The representative of the Yukon Teachers' Association who was interviewed was able to make some observations on the administration of education in the Yukon, but was primarily concerned about teacher grievances. Although the proximity of the urban superintendent was perceived to be an advantage for schools in Whitehorse, the Department was perceived to be "top-heavy" with four superintendents and a school population of almost 5000. Although the system is small there was "an immense amount of red-tape" which resulted in unnecessary delays. The perception among teachers is that there is no specialist assistance available, and although there are no school boards "the proximity of the politics is horrendous."

PRINCE EDWARD ISLAND

Establishment of Regional Administrative Units

In July, 1972, five Regional School Boards replaced 27 consolidated areas, 16 regional high school districts and 170 other elementary school boards. Each regional administrative unit (Figure 28) has 15 school trustees, ten of whom are elected, and five appointed. The authority of the Minister of Education over regional administrative units is contained in the following clauses (Prince Edward Island, School Act, chapter 55, part 1, section 4).

> The Minister after consultation with the regional school boards concerned, with the approval of the Lieutenant-Governor-in-Council,
>
> (a) may divide the Province into regional administrative units;
> (b) may abolish regional administrative units;
> (c) may create new regional administrative units;

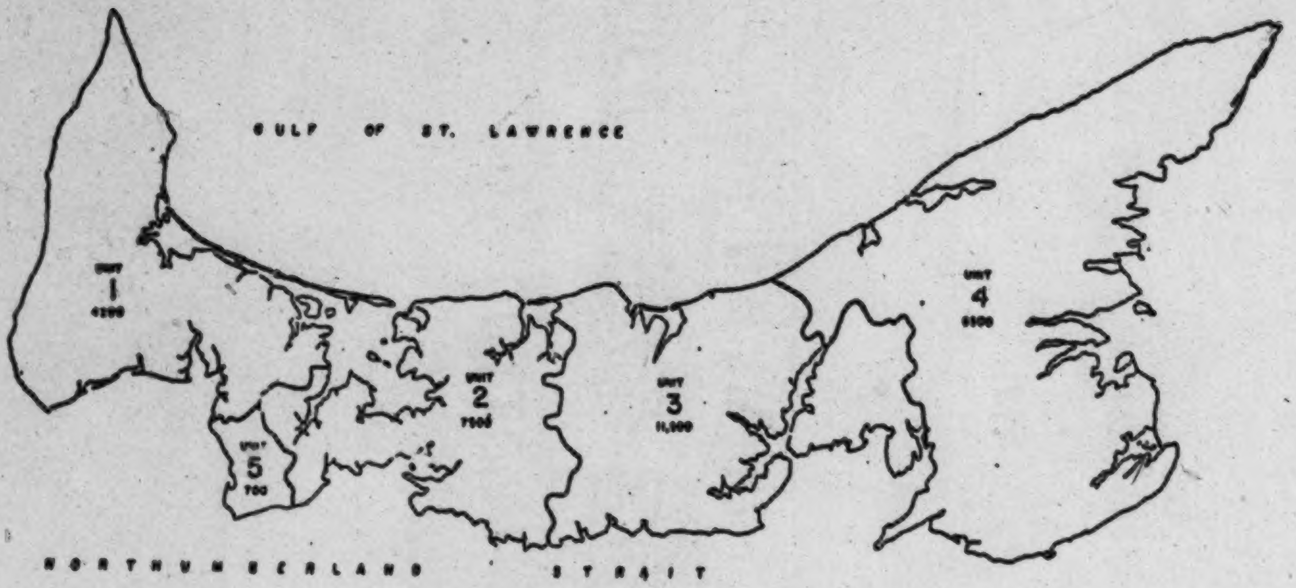

GULF OF ST. LAWRENCE
UNIT
1
4200
UNIT
2
7000
UNIT
3
11,000
UNIT
4
8100
UNIT
5
700
NORTHUMBERLAND STRAIT

Figure 28

Regional Administrative Units,
Prince Edward Island, 1973

(d) may alter the boundaries of regional administrative units; and
(e) may consolidate regional administrative units.

Some indication of the rationale for the establishment of five regional administrative units is contained in a brochure — "Fair Share Program, A Statement of Policy" — published by the government of Prince Edward Island. The perceptions of a senior administrator on the rationale for regional units is included in a subsequent section. The new School Act (1971) to establish regional units was associated with changes in the financing of education. Some of the following extracts from "Fair Share Program" indicate that increasing inequalities in financial resources throughout the province was the major reason behind the reorganization.

> On November 4, a new School Act was introduced in the Legislature of Prince Edward Island.
>
> Its fundamental objective is to ensure that every boy and girl in Prince Edward Island has an equal opportunity to achieve a high standard of education, whether they live in urban or rural areas.
>
> On the same day, a Real Property Tax Act was introduced to shift the costs of education from local real property taxation to the provincial government and its greater sources of revenue.
>
> These two bills are the cornerstone of the Fair Share Program which will give to every citizen of Prince Edward Island a Fair Share of public services for a Fair Share of taxation.
>
> WHY THE LEGISLATION IS NECESSARY
>
> There is growing concern throughout North America about the rising costs of education and the ability of local citizens to pay these costs through property taxation, the only major source of revenue available to local school districts and municipalities.
>
> In several provinces, legislation has already been enacted to transfer most or all of the costs of education to the greater financial resources of provincial governments.

Through such measures, the senior levels of government are able to establish province-wide standards of education financed by taxes paid equitably by all citizens.

In Prince Edward Island, the provincial government has in recent years been called upon to pay more and more of the costs of education. This has been particularly true in some rural areas which reached the maximum rate of taxation without being able to offer students a standard of education adequate to the demands of the job market.

Other Island school systems, with larger tax bases, have developed educational programs that can never be matched by smaller districts. The result is inequality in the education opportunities available to thousands of students.

Organization

A representative organization chart for a Regional School Board is indicated in Figure 29.

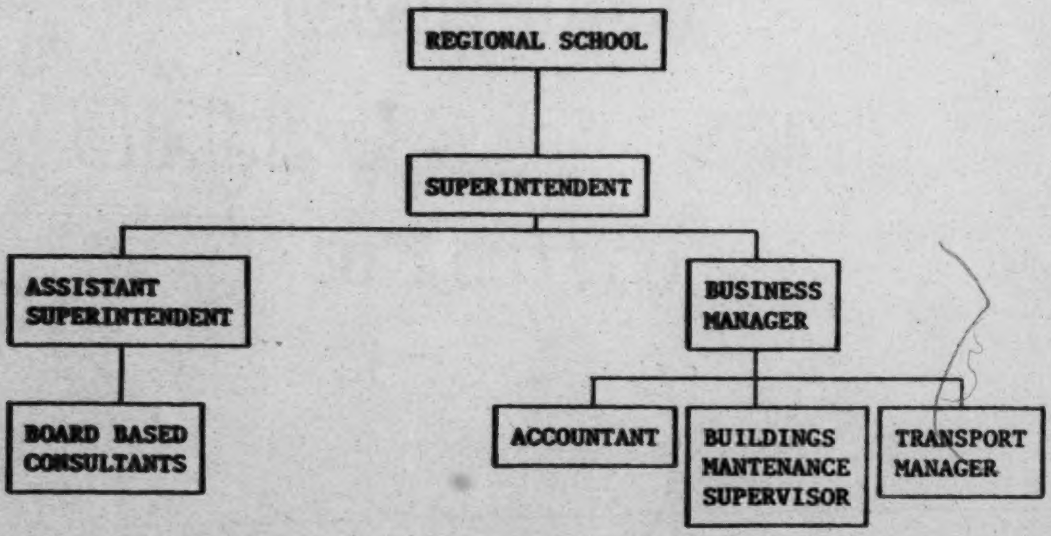

REGIONAL SCHOOL
SUPERINTENDENT
ASSISTANT SUPERINTENDENT
BUSINESS MANAGER
BOARD BASED CONSULTANTS
ACCOUNTANT
BUILDINGS MANTENANCE SUPERVISOR
TRANSPORT MANAGER

Figure 29

Representative Organization Chart for a Regional School Board

Perceptions of a Senior Administrator in the Provincial Department of Education

Some additional perspectives on the formation of regional units were gained from an interview with a senior official in the Prince Edward Island Department of Education. In response to the question "Why were regional units formed?", the respondent stated that:

> Some pressures were brought to bear by the Premier in terms of rationalization . . . there were too many small schools . . . each wanting special facilities.

Prior to the regional reorganization, there were over 200 school districts, a centralized Department of Education, and seven departmental inspectors who were centrally based and inspected schools in seven arbitrary areas of the province. At the time of transfer to regional units, six of the inspectors were at retiring age. There is a regional office in each administrative unit but it is the equivalent of the local board office. The superintendent is locally employed and the appointment does not have to be ratified by the Department of Education. Some of the perceived benefits resulting from this form of regionalization were a greater rationalization of school district consolidation, expenditure and facilities. One of the problems encountered through consolidation has been that boards have "run into resistances in closing down existing schools." There are no plans in the Department of Education to extend regionalization, but reference was made to a common suspicion that regional units will eventually be abolished with complete control retained by the Department. Some interest has been shown by other government departments in the regional boundaries and the respondent predicted that eventually they could become the basis for government administrative regions.

Perceptions of a Senior Administrator in the Provincial Teachers' Organization

The perceptions of regional administrative units held by a representative of the Prince Edward Island Teachers' Federation (P.E.I.T.F.) focussed on the problems and benefits that have been encountered.

Teachers were perceived to have lost their identity, and the fear was expressed that ultimately this may be transferred to pupils. In the past, teachers were well known by trustees, but now the system has become too "depersonalized" and teachers are "nothing more than numbers."

> . . . the teachers have been lumped together in each of these administrative units, they're names to many of the board members -- they don't know the teachers . . . . if the teacher just becomes a number, and there are only 1500 teachers, we are concerned about what's going to happen to the students.

The benefits of regionalization perceived by the P.E.I.T.F. have been "without question" for both teachers and pupils in terms of an extensive building program, a greater variety of courses, and improved facilities. The availability of board consultants has been appreciated by teachers.

> The teachers definitely have seen an improvement in the education process. If a teacher encounters a problem that he or she just can't seem to handle, they have these consultants readily available.

A prediction that the Department of Education would eventually centralize all administration was rejected by the respondent, and in attempting to decentralize power by setting up five regions he was prepared "to give them full marks."

> They have attempted to convey a great deal of the decision making power, which previously had been vested in Departmental officials, to the regional superintendents and the school boards.

However, school trustees and superintendents have commented to the respondent that financial power still rests with the Department, and as a result some of the powers delegated to regional school boards are "meaningless."

BRITISH COLUMBIA

The Province of British Columbia is divided into 75 school districts. These units of administration vary from the smallest containing 422 pupils to the largest, Vancouver City, with 73,322 pupils. Each of these districts is administered by an elected board of school trustees.

In 68 districts, a superintendent appointed by the Department of Education is the executive officer of the board. While responsible to the Department for overall education in the province, he is paid in part by the school board. There are only seven districts in which the school board appoints its own superintendent. Local employment of a superintendent is restricted to districts with an enrolment of 20,000 pupils. The following data provide some indication of the size of the school system in British Columbia.

Number of schools - 1515 Number of F.T.E. teachers - 22281

Number of divisions - 17802 Number of pupils - 534523

(Source: British Columbia, Department of Education. 1971-72 Annual Report. Queen's Printer, 1973 p. 205)

The following sections provide data obtained in interviews with senior administrators and representatives from the Department of Education, the British Columbia Teachers' Federation and the British Columbia School Trustees' Association. In these interviews, an emphasis was placed on perceived reasons for the absence of regionalization in education, and attitudes towards the current delivery of programs and services by the Department of Education.

Perceptions of a Senior Administrator in the Provincial Department of Education

The respondent interviewed in the Department of Education was at the level of branch director. The major factor perceived to be responsible for the development of a regional office system was the delegation by the provincial department of education to school boards of the power to appoint their own superintendent. There was a prediction that "we will without a doubt have to go to regional offices as more and more local employment occurs." Increasing local employment of superintendents was perceived to be a trend in the province, but there was an inherent problem in the possibility that superintendents appointed from other provinces "wouldn't be known." The regional office system was criticized for the tendency to develop large central staffs, — "you almost double your administrative staffs in running the same education organization" — and "too little tendency for people to be involved in the real educational process which is after all in our schools." Delivery of consultative-type services is centralized and the factors of distance and time were not considered to be problems. Support for this position stated that while requests for assistance "wouldn't be delivered tomorrow morning," the location of services on a regional basis would increase the number of personnel required, and "I don't know that you couldn't do it just as fast centrally as you could by decentralizing them."

Perceptions of a Senior Administrator in the Provincial Teachers' Organization

The representative from the British Columbia Teachers' Federation (B.C.T.F.) who was interviewed observed that the reasons for the absence of any regionalization in the province are to be found in the reorganization of school districts into larger units as recommended by the Cameron Commission in 1946. At this time, British Columbia was more thoroughly reorganized into larger districts than any other province, and the viable nature of these districts delayed any further consolidation.

In response to the question "Is the Department able to provide specialized services more efficiently from one centralized location than from regional centres?" The respondent considered that the system "has broken down" and where boards are too small to employ their own supervisory personnel, they either hire consultants from other educational institutions, or "they do without." Reference was made to the *Report of the Commission on Education of the B.C.T.F.* (1968) which included the following recommendations on the reduction of school districts and provision of resource centers and auxiliary personnel.

142. The number of school districts in British Columbia should be greatly reduced, from the present 80 plus to perhaps about 20, in order to permit the formation of larger districts which will have sufficient student population, local tax resources, and professional staff to provide equality of educational opportunity.

144. Each of the large school districts should have a resource center with an adequate supply of audio-visual aids for learning. The center should provide a comprehensive professional library for teachers.

147. Each of the large school districts should have a staff of auxiliary personnel including psychologists, other authorities on learning disabilities of children, and technicians.

A more recent submission (B.C.T.F., 1973:6) on decentralization of curriculum development recommended that "the preparation of local materials should be facilitated through the development of a system of local and regional resource centers."

A current assessment of the educational system by the respondent stated that "we are in a period of time where I can't see many good points in the present system," but the new government was perceived to be listening and reacting to B.C.T.F. proposals and "there's no way to go other than up to a better system."

Perceptions of a Representative of the Provincial School Trustee Organization

Reactions to centralization and an optimistic attitude to educational reform by the provincial government were two issues discussed with a representative of the British Columbia School Trustees' Association (B.C.S.T.A.).

Secretaries of school boards and superintendents have commented on the excessive delay in getting approval and advice from the Department of Education in Victoria.

> Not only is the administration of the education system centralized, but it appears to be centralized, and everybody is very aware that it is a centralized decision.

Trustees and the B.C.S.T.A. favor local employment of superintendents, and the present government is not only perceived to be encouraging local control but to have made significant progess in its limited term of office.

> The new government has done some overdue things. I guess it wasn't very hard to look good in the first year or so . . . Everybody in the education scene in British Columbia is quite hopeful of the future.

Chapter 13

A PROFILE OF REGIONAL OFFICES OF EDUCATION IN CANADA

In Chapter 1, three research problems were presented to provide "direction and points of focus for the study." Preceding chapters have attempted to establish the extent to which a regional approach in the administration of public education in Canada has developed and to describe the organizational and operational features of provincial regional offices of education. Arising from research problem No. 2, nine sub-problems were designed to provide a basis for the development of a profile of the regional office of education in Canada. Chapter 13 presents this profile and thereby establishes a linkage with the rationale, recommendations and conclusions of the final chapter.

INTRODUCTION

Regional offices of education, with a variety of organizational and operational features, existed in 1973 in Alberta, Saskatchewan, Manitoba, Ontario, Quebec, New Brunswick, Nova Scotia, Newfoundland and the Northwest Territories.

All units were basically an extension of the provincial department of education, acting as an intermediary between local school districts and the central office of the department of education.

The terminology used varies to include regional offices of education, regional bureaux, the regional superintendency, and offices of inspectors of schools. All units were "regional" to the extent that they operated in an area smaller than the province, with the outer limits of regions coinciding with school district or county boundaries, and in some cases being coterminous with regions used by other government departments. In all cases the regional office was regarded by provincial departments of education as an integral part of the educational system.

The taxonomy used to present this profile is drawn in part from Stephens (1972:34), who has noted two restrictions on the interpretation of data presented in such a profile:

> . . . the profile is not necessarily to be viewed as optimal criteria for the establishment and operation of regional educational service agencies.
>
> . . . while a consensus has emerged concerning general criteria for the structuring of regional educational service agencies, the development of specific standards must ultimately be designed on an individual state basis.

The basis for the profile presented in this chapter is derived from the following taxonomy: (1) extent, (2) governance, (3) objectives and functions, (4) finance, (5) staffing, (6) physical facilities, (7) inter-agency relations, (8) legislative structure, (9) assessment.

EXTENT

The regional office of education as it currently exists in Canada was first established in Ontario (1965), although offices acting as headquarters for provincial high school inspectors were operating before this time. In most provinces an assessment of the needs of local school districts was completed, although the extent of involvement of client organizations in the initial planning appears to have been minimal. This has resulted in a widespread lack of acceptance of the regional office, concerns about undue emphasis on regulatory-evaluatory functions, and a strong feeling among school trustee organizations in particular that the existence of school boards is being threatened. Outside of the provincial departments of education there was a singular lack of commitment to the development of the regional office.

To specify a single factor which has been responsible for the regionalization of the administration of education and the establishment of regional offices in Canada is difficult, but an increasing acceptance by provincial governments of a policy of decentralization can be associated with other related factors. Local boards have increasingly been granted or assumed responsibility for the supervision of education, and together with a policy of augmenting the leadership and service of provincial departments of education, these factors created a surplus of provincially employed supervisory personnel. In many cases these people were absorbed into the central office of reorganized departments of education or regional offices. The consequences of this action have been noted in preceding chapters. A recognition both by school boards and provincial governments of the increasing complexity of educational services and programs, the limitations of the financial resources of many districts, and the need to equalize the services provided to large urban and the smaller rural areas, were other factors.

Specialists in school programs and other aspects of school administration were based in the various regional offices in five provinces. Salary levels and some benefits and allowances of regional office personnel were comparable with tertiary institutions and senior administrative levels in school districts. Instances where this parity did not apply were noted in the details supplied for each province.

Not all of the regional offices met one criterion concerning an optimal pupil enrolment of 50,000 - 100,000 students and even fewer met a standard of being within one-hour driving time of the majority of their clients (Stephens, 1972). Ratios between regional office personnel and the numbers of schools, teachers and pupils displayed a wide range and should be interpreted cautiously taking into consideration the supervisory personnel employed by local school boards and provincial employees based in the head office. On the basis of regional office staffing structures only, the provincial ratios of supervisory personnel to schools range from 25 - 87 and for teachers from 474 - 896.

The programs and services offered by regional offices were extremely varied. A multiplicity of general administrative and pupil-staff personnel services and programs was gradually being developed to meet the needs of those school districts unable to provide this type of service.

GOVERNANCE

In most provinces the administration of regional offices was within the direct responsibilities of an assistant or associate deputy minister. This structural arrangement appeared to have facilitated coordination and strengthened the position of regional offices in the central administration. Unlike some of the regional educational service agencies in the United States, there were no provisions for regional offices to be governed by popularly elected lay boards, although future consideration of the educational cooperative as an alternative to the regional office may well result in an additional level of governance.

All provinces having a system of regional offices tended to regard them as extensions of the provincial department, as intermediate units operating between the local school district and the department, and proclaimed that they had a basic orientation to the provision of services. Few provinces considered the regional office to be a strong regional-based agency, but a later section (Inter-Agency Relations) provides evidence that some governments were developing a framework to provide for greater inter-ministerial coordination.

OBJECTIVES AND FUNCTIONS

One assumption of this study was that the wording of questionnaire items represented an identical stimulus for each respondent. That this was not supported in the data obtained on a ranking and rating of functions emphasizes the need for cautious interpretation of inter-provincial comparisons.

Statements of objectives for regional offices were not readily available. The development of regional offices has often entailed a major reorganization of provincial departments of education, and there can only be speculation on the means by which their achievements are determined and by which client organizations can determine their role. In some cases at the provincial level, this dilemma was overcome by indicating that provisions were made for individual regional offices to develop their own specific objectives, or by supplying job specifications from which objectives can presumably be deduced. One province was unique in distributing through its Department of Education Annual Report a statement of objectives, the relationship between objectives and programs, and achievements for the current year.

The importance attached to six stated functions for regional offices provided a departmental perspective which was one of the major concerns of this study. Further research is required to determine client perceptions and the extent to which objectives are implemented in programs. However, Table 29 provides a list of the various functions that were rated as "very important" within the total framework of department of education policy in each province or territory with a system of regional offices. Those mentioned most frequently include the service, monitoring, developmental and regulatory-evaluatory functions. Estimates of the resources allocated to the various functions provided a slightly different perspective. In two provinces the administrative and service functions were rated of "moderate importance" only, yet were estimated to consume 40 percent and 60 percent of resources. Generalizing for all provinces, the service function tended to rank highest in the allocation of resources, followed by developmental and administrative functions.

Table 29

Regional Office Functions Rated[a] as "Very Important" within the Total Framework of Department of Education Policy

PROVINCE	FUNCTIONS				
Ontario	1. "Curric. Guideline Implementation and Review"	2. Developmental	3. Administrative	4. Monitoring	
Manitoba	1. Inter-Agency Cooperation	2. Monitoring	3. Service	4. Developmental	
Saskatchewan	1. Service	2. "School Board Budget Analysis and Review"	3. Developmental		
Nova Scotia	1. Monitoring	2. Regulatory-Evaluatory	3. Administrative	4. Developmental	5. Service
Quebec	1. Developmental	2. Evaluatory	3. Communication	4. Monitoring	5. Inter-Agency Cooperation
Alberta	1. Regulatory-Evaluatory	2. Monitoring	3. Service		
N.W.T.	1. Service	2. Regulatory-Evaluatory	3. Inter-Agency Cooperation		

[a] Functions for each province-territory are also ranked in order of importance.

Communication systems between regional offices and their clients provides another basis for determining orientation towards objectives. In spite of a professed preoccupation with the service function, most systems required that client requests for consultative service from the regional office be directed through the district superintendent. The use of advisory groups consisting of administrators, specialists and teachers to facilitate communication between clients and the regional office was reported in only one system.

FINANCE

There was considerable diversity in the financial resources allocated to regional office development. In the three provinces with the most extensive systems of regional offices, the amounts budgeted for the 1973-74 year ranged from almost \$1¼ million to \$10½ million. These budgeted estimates represented a range of from 0.42 - 0.78 percent of total education expenditure (excluding colleges and universities). Other provinces have formulated plans to develop the services and programs available from regional offices but have been unable to obtain the necessary budgetary increases. As integral parts of the provincial system and extensions of departments of education, none of the regional offices were fiscally independent.

STAFFING

In all provinces the perceptions of teacher and trustee organizations on the quality of staffing in regional offices was clearly disparaging. Stephens (1972:38) in describing the personnel in regional educational service agencies in the United States considered that they were "some of the finest assemblages of truly outstanding professional staffs to be found anywhere in the nation in any type of educational institution." None of the respondents in this study made comparable comments on regional office personnel.

The minimum qualifications required for appointment as a regional office consultant do not indicate the current level of the qualifications of personnel, but they were generally set at the level of two degrees plus "several" (5-7) years experience.

There was generally limited interchange of personnel between the regional offices, tertiary institutions and professional organizations. Cooperation from such organizations was more frequently reported in providing personnel for conferences and workshops.

In view of the widespread perceptions on the quality of staffing in regional offices some provincial departments of education will have to show a deeper commitment to staff development. Two provinces had no special allocation in the regional office budget for staff development. Provisions for study leave in other provinces ranged from a payment of 75 percent of the employee's salary, to permission to use the summer vacation period for study and refresher courses.

PHYSICAL FACILITIES

Because most regional offices did not provide extensive operating programs in the areas of general administration or pupil and staff personnel, physical facilities were not required to be expansive. The physical facilities that did exist in each regional office were considered to be adequate and no parts were accommodated in separated locations.

INTER-AGENCY RELATIONS

Only three provincial regional office systems had developed extensive relationships with other government departments in joint participation in regional planning. Two systems reported extensive joint use of facilities and involvement in cooperative purchasing. In addition to these preceding areas, other provinces indicated limited to no activity in joint employment of personnel, joint staff development and use of centralized data processing facilities.

LEGISLATIVE STRUCTURE

There is no specific legislation in any of the provinces which controls the administration of regional offices. In the legislative guidelines that existed, all provincial departments of education reported that they had complete flexibility for the operation of regional offices.

ASSESSMENT

This final section focusses on the benefits, success and problems of regional offices of education as perceived by senior administrators in provincial departments of education. To complete this assessment the perceptions of clients need to be sampled more comprehensively. The importance of ensuring that perceptions at the institutional level are kept in proper perspective is illustrated by two examples. In one system there were perceived to be benefits derived from greater local involvement in regional office planning, but client organizations in contrast were highly critical of the lack of consultation. An assessment of problems encountered in the operation of regional offices revealed that one system virtually had no problems, while for another, obtaining financial resources was only a "slight problem." Some critics will suggest that this level of assessment of provincial departments of education by senior administrators would be expected. However, teacher and trustee organizations were unable to provide any objective evaluation of regional office services and programs because of their sometimes deliberate policy of not being involved with the regional office system.

There was a wide range of perceived benefits resulting from the operation of regional offices. In most provinces increased consultative service had been made available to teachers, and better feedback had been provided to the department of education. In decentralizing some of the services previously provided by the central office of the department of education, regional offices were most frequently assessed to be "highly successful" in evaluating individual schools and school systems, and to a lesser extent in providing assistance in planning school buildings.

A detailed listing of 74 potential problems as they affected the operation of regional offices has been provided in preceding chapters. One problem associated with regional offices that was rated as "very serious - serious" and was common to four provinces was the conducting of educational research. Obtaining educational research findings was similarly rated by two provinces.

In summary form, these represent the major organizational and operational features of regional offices of education. As indicated in the introduction of this chapter, inter-provincial comparisions are not important, nor should the commonalities that exist be regarded as universal criteria for the operation and establishment of regional offices. Subsequent research may provide the in-depth analysis that is required by most provincial systems.

Chapter 14

RATIONALE, RECOMMENDATIONS AND CONCLUSIONS

This concluding chapter presents a rationale for the regionalization of the administration of public education in the provinces and territories of Canada in 1973. Initiating factors that have arisen from this study are briefly reviewed, followed by a presentation of three regional organizational models. Some recommendations arising from the study are provided for provincial governments, departments of education, teacher and trustee organizations.

A RATIONALE

The absence of previously stated rationales for the regionalization of public education in the provinces and territories of Canada was one basis for establishing the significance of this study. Research problem No. 3 posed the question:

> Are there any commonalities which provide a basis for postulating a rationale for the regionalization of the administration of public education in Canada?

The rationales for regionalization that were provided by deputy ministers of education or their delegates in each department of education were examined for common factors.

Deficiences in the conceptualization of regional administration have been noted in the review of the literature, but two contributions (Hault, 1970; Yonke, 1970) specifically related to regional units are reiterated. Nault (1970:10) states that "the R.O. [regional office] concept is . . . . . a mixture of several old and emerging concepts"; his conceptualization extends only to presenting the regional office as being simultaneously an intermediate unit, a state agency, a service center, and a regional-based agency. Yonke (1970:18) in considering "the concept of the regional educational service agency" in the U.S.A., has extracted from various writers classifications of programs and services and the types of functions performed by such an agency. The following comment (Nault, 1970:10) describes the stage of development of conceptualization of regionalization that has been illustrated in the previous examples.

> The trend toward regional administration is so recent in terms of state government history that the R.O. [Regional Office] concept is still very much in a state of flux and far from being fully developed.

Factors Involved in the Development of a Regional Approach to the Administration of Public Education in Canada

To achieve greater clarification of the rationale behind the increase in regionalization of the administration of public education in Canada, analysis must go beyond a concern only for specific units of regional administration. The following section presents seven factors that have been derived from an analysis of the stated rationales supporting the adoption of a regional approach in nine provinces and two territories of Canada.

The following interrelated factors have been derived from an analysis of the rationales for regionalization provided by provincial and territorial departments of education.

1. Departments of education in all provinces and territories, with the exception of British Columbia, have accepted decentralization and regionalism of education as bases for policy formulation. The Departments of Education and Health and Social Development in Manitoba were perceived to have provided the initiative in implementing a regional approach to administration. In Newfoundland, Alberta and Quebec other government departments such as Industry and Commerce, and Health were perceived to be also active in regionalizing their administration.

2. Increased amounts of pre-service training for teachers and greater expertise of supervisory personnel in local school districts have prompted provincial and territorial departments of education to increase their leadership and service functions and to delegate regulatory and monitoring functions to the regional and local level. This factor was mentioned by senior administrators in Departments of Education particularly in Ontario, Manitoba, Saskatchewan, Quebec, Alberta, Newfoundland and the Northwest Territories.

3. Local school boards have been encouraged to assume greater responsibility for the supervision of education in the provinces of Ontario, Manitoba, Saskatchewan, Nova Scotia, Quebec and Alberta.

4. A changing role for provincial departments of education, and local appointment of supervisory staff created a surplus of provincially employed supervisory personnel in Quebec, Alberta, Manitoba and Ontario. These personnel have been absorbed into central or regional offices of departments of education or have been employed by local school boards.

5. Changes in the philosophy and technology of education have created the need in most provinces and territories for innovative programs, specialized instructional programs, special education services and continuous staff development, all of which are characterized by a high degree of staff specialization, advanced technology and higher costs.

6. Rising costs of education and the inability of communities to pay these costs through property taxation have created inequalities in the financial resources available to school systems. This was a major factor considered in the planning of regional administrative units in Prince Edward Island.

7. The need to provide greater equalization of services between school systems was specifically referred to by senior administrators in the Departments of Education in Ontario, Manitoba, Quebec, Prince Edward Island and Alberta.

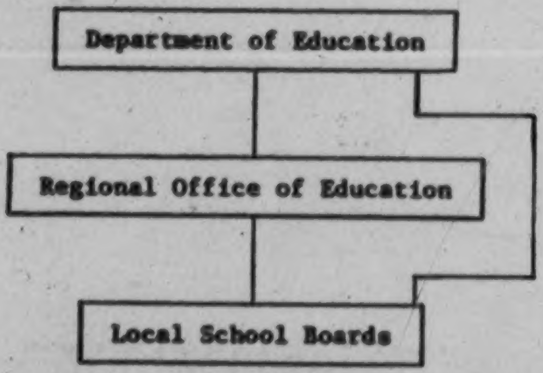
Regional Organizational Models

Goldhammer (1968:113) has stated that:

> A major concern in the restructuring of school organization should be the provision of a more effective and more adaptable system of educational governance.

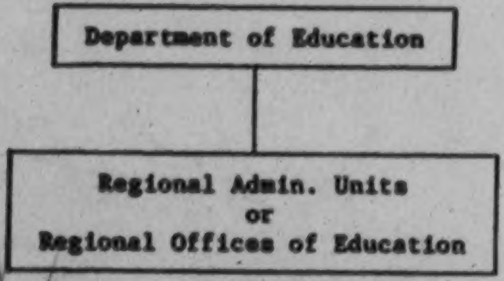
Three regional organizational models are described in this section. Representing the educational systems in the provinces and territories of Canada (with the exception of British Columbia), these models display variations that are a response to conditions perceived to be peculiar to each system.

Three-echelon model. The most common expression of a regional form of administration in Canada is the regional office of education as an intermediate organizational level between the central office of the provincial department of education and local school boards. The three-echelon model is represented in the provinces of Alberta, Saskatchewan, Manitoba, Ontario, Quebec, New Brunswick, Nova Scotia and Newfoundland.


Department of Education
Regional Office of Education
Local School Boards

MODEL A. THREE-ECHELON MODEL

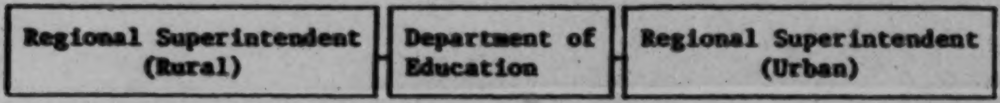
Two-echelon model. Model B represents the two-echelon system in the educational structures of the Northwest Territories and Prince Edward Island.


Department of Education
Regional Admin. Units
or
Regional Offices of Education

MODEL B. TWO-ECHELON MODEL

The Northwest Territories is basically a centralized system without school boards, with Regional Offices acting as branch offices for the Department of Education. In Prince Edward Island, numerous small school districts were consolidated into five regional administrative units or boards.

Single-echelon model. Model C represents the educational structure of the Yukon Territory.


Regional Superintendent (Rural)
Department of Education
Regional Superintendent (Urban)

MODEL C. SINGLE-ECHELON MODEL

The claim is made (Goldhammer, 1968:112) that this model has limited acceptance because it gives control to the state department of education and makes of the state a single school district. The single echelon model is not substantially different from the two-echelon form existing in the Northwest Territories, except that supervision on a rural and urban regional basis is administered from the centralized department of education.

The number of organizational levels existing in provincial and territorial departments of education has been used here as a basis for classifying the regionalization of administration of education. Another alternative that has not been developed in this study involves the classification of regional units according to their predominant function. On this basis, regional offices of education in Canada might be grouped according to those that are regulatory-oriented, those that combine regulatory and service functions, and those that are service-oriented. The problem with this basis is that divergent classifications could be provided from people in the institutional, managerial and technical levels of educational systems.

Hierarchy of Regionalization

Comparisons among the regional units in the provinces and territories of Canada (with the exception of British Columbia) on the basis of number of regional offices, regional personnel employed or the range of consultative services provided, indicated that some systems are more developed than others. Differences in the development of regional units are often a reflection of the province's financial resources or the numbers of schools, teachers and pupils. A more fundamental indication of the extent of regionalization is the degree to which the responsibility for the administration of education vested in provincial departments of education has been delegated to regional units.

Provincial legislatures in all provinces have delegated the responsibility for the administration of education to departments of education. As a further step in decentralization, legislation has granted school boards the authority to administer specified aspects of education.

An initial stage in the process of regionalization has occurred when provincial departments of education exercise administrative, regulatory and monitoring functions over education through the appointment of regional or district superintendents. Three variations of this developmental stage were evident in the data of this study:

1. In the Yukon Territory, two regional superintendents were centrally based as civil servants in Whitehorse. They exercised

supervision over the urban (Whitehorse) and rural regions of the territory, using central support staff. Regionally based superintendents using central support staff occurred in Newfoundland and Nova Scotia. Although these two provinces used the terms regional office of education and inspectoral unit office to describe their regional units, there was no decentralization of support staff and the one person appointed to each office performed the functions of a regional superintendent.

2. Before 1970 the district superintendents in Alberta were employed by school boards, but as civil servants they were responsible to the provincial department of education. In 1973 this form of the regional or district superintendency predominated in British Columbia.

3. A third variation of the regional superintendency has recently been introduced in British Columbia where seven school districts have been granted the authority to appoint a superintendent who is responsible only to the board. The reduction in the capacity of departments of education to monitor education in the province led to another stage in regionalization in Alberta, Manitoba and Ontario.

The regional office of education acting as an intermediate unit between the central office of the department of education and local school districts represents a second stage in regionalization. Previous chapters have described how a variety of functions has been delegated to regional offices in Alberta, Saskatchewan, Manitoba, Ontario, Quebec and the Northwest Territories. In this stage, variations were evident in the extent to which support staff were based in regional offices or in the central office of the department of education. For example, in Alberta and Ontario, consultants are regionally-based, while in Saskatchewan consultative service beyond that provided by a regional superintendent and an assistant has to be obtained from the central office of the department of education.

Where school districts are consolidated into large regional units with sufficient student population and financial resources, the need for the regional office as an intermediate unit is eliminated. This stage in regionalization has been achieved in Prince Edward Island. With only a small number of administrative units, the fear has been expressed that this stage of regionalization is only one step away from a completely centralized system. This was referred to by the respondent interviewed in the Prince Edward Island Department of Education.

If regional units of administration as they exist in Prince Edward Island are removed, there remains only a centralized department of education. In an earlier part of this section, reference was made to the initial stage of decentralizing legislative control to provincial departments of education. When this development occurs, the process of regionalization might even be regarded as cyclical rather than hierarchical.

Summary of Rationale

In the introductory comments on this section brief reference was made to two writers who claimed to be conceptualizing regional administration by focussing on specific regional units and by classifying programs and services of regional agencies. The rationale presented here offers seven developmental factors and three organizational models all of which have been extracted from developments in regional administration in the provinces and territories of Canada in 1973.

The seven factors are as follows:

1. Departments of education have accepted decentralization and regionalism as bases for policy formulation.

2. Leadership and service functions of departments of education have been emphasized, with regulatory and monitoring functions being delegated to regional and local levels.

3. Local school boards have an increased responsibility for the supervision of education.

4. Factors 2 and 3 have created a surplus of provincially-employed supervisory personnel.

5. Changes in the philosophy and technology of education have created the need for highly specialized and costly programs.

6. There have been inequalities in the financial resources available to school systems.

7. Attention has been drawn to equalizing the services available to urban and rural school systems.

Variations in the structures of provincial and territorial departments of education are illustrated in three regional organizational models. The three-echelon model is the most common form in Canada, involving the regional office of education as an intermediate level between the central office of the department of education and local school districts. Increased centralization occurs in the two-echelon model. This includes a department of education, regional boards or regional offices. The single-echelon model is highly centralized with a department of education administering the entire province or territory.

On the criterion of the degree to which the responsibility for the administration of education has been delegated to regional units, a hierarchy of regionalization has been proposed. This hierarchy ranges from the stage where supervisory functions are delegated to a provincially employed regional superintendent, to the stage where consolidated school boards are responsible for the administration of education in a region.

RECOMMENDATIONS

Some major recommendations projected from this study are contained in the following section. The purpose of this study was to determine the extent to which regionalization of education occurred in Canada. Consequently some caution must be exercised in making far-reaching recommendations for provincial governments, departments of education, and teacher and trustee organizations.

Recommendations for Provincial Governments

1. Common administrative regions. Governments should investigate the feasibility of establishing common administrative regions to foster inter-ministry co-ordination at the regional and local levels.

2. Regional restructuring of ministries. The restructuring of government ministries to provide greater sensitivity to regional needs could improve the coordination of planning and resource allocation. Utilization of regional offices or regional government centers as a starting point for inter-ministerial coordination and cooperation

would provide a visible expression of government concern for decentralization and regional development.

Recommendations for Provincial Departments of Education

1. Involvement of client organizations. There should be a more deliberate effort to involve teacher and trustee organizations in planning for the development and assessment of regional offices.

2. Personnel. The consequences experienced in most provinces of attempting to execute a major organizational rearrangement through regional offices by reassigning inspectoral personnel should be heeded by other educational systems. The retraining and continued professional development of existing regional personnel are of vital importance.

3. Communication. Continued mistrust, suspicion and vague misconceptions about the functions of regional offices will continue unless departments of education first clarify prescribed objectives, functions and organizational arrangements, and then ensure that this material is widely distributed to school boards, schools and teacher organizations.

4. Redefinition of school board and department of education roles. While there have been evolutionary changes in the roles of departments of education and teacher and trustee organizations, such changes do not appear to have always been compatible. Roles need to be redefined so that as far as possible the various

expectations of all groups involved in the educational system become known and satisfied. By using an independent committee of enquiry, trustees and departments of education should devise a realistic sharing of powers and responsibilities appropriate for the present and future nature of educational systems.

5. Alternative structures and alternative regional units. There is a need to investigate more flexible arrangements in the regional office system and the feasibility of incorporating alternative units such as the regional cooperative. Two alternatives are briefly considered here.

Alternative A. Provincial responsibility for administrative, regulatory, and monitoring functions could be transferred to regional offices in large metropolitan centers, allowing local school districts with provincial funding to organize regional cooperatives. This separation of functions is suggested because large metropolitan boards do not require the support staff provided by regional offices. Local control over service and development functions would be retained through the development of regional cooperatives. Where districts were not able to be included in a cooperative, service and developmental functions could still be provided by the metropolitan regional offices. A further advantage of this alternative is that the potential conflict between service and regulatory functions is reduced. In both Alternatives A and B, the inter-agency cooperation function would be more appropriately retained at the central office of the department of education where inter-ministerial communication is facilitated.

Alternative B. If regional offices were to be retained on their present scale in most provinces, a similar separation of functions as in Alternative A would permit regional offices in rural areas to concentrate on service and developmental aspects. Under this arrangement the regional offices established in large metropolitan areas would assume responsibility on a provincial scale for administrative, regulatory and monitoring functions. There would then be in Alternative B two types of regional offices -- a regulatory-oriented regional office in metropolitan areas where school districts have the resources to provide their own service staff, and a service-oriented regional office in rural areas.

Recommendations for Teacher and Trustee Organizations

1. Utilization of regional offices. Provincial teacher and trustee organizations need to recognize that the regional office is establishing itself as an integral part of the provincial system, and policies should be formulated on the means of achieving maximum utilization of the resources made available. With a realistic sharing of powers and responsibilities between departments of education, teacher organizations and school trustees, the human and financial resources that are made available by all groups could be used more effectively and efficiently.

2. Awareness. While some departments of education have not effectively communicated statements of their role expectations for

the regional office, teacher and trustee organizations could hasten the process by requiring more information. Such organizations cannot claim to represent the interests of their members by admitting to ignorance or limited awareness of regional offices.

3. Alternatives. Trustee organizations in particular that are critical of regional offices should be able to propose satisfactory alternatives. They should be aware that the proposal to preserve local autonomy could entail regional consolidation in order to allow for viable operating units. Another alternative to establish regional cooperatives involves forming another level of school government and overcoming the problem of regional and local interests.

Recommendations for Further Research

This study has established the initial basis for further research in the regionalization of education and later studies should examine in more detail some of the issues exposed. Four specific areas are recommended for further research.

1. A discrepancy exists in some systems between implicit and explicit objectives of regional offices. Research is required on the implementation of objectives and the perceptions that clients hold for this operationalization.

2. Based on the assumption that any administrative reorganization in education must establish its success on the improvement of the teaching and learning process, there is a need for a study to investigate the perceptions of classroom teachers on the objectives, operation and benefits of regional offices.

3. Recent literature supports the contention that there is an implicit contradiction between a regional agency performing both regulatory and service functions. Further research is required to establish if this dichotomy is only what one respondent termed "a theoretical hang-up."

4. Further refinement of the rationale presented in this study would be a major research contribution. Attention could be concentrated on a detailed analysis of the developmental factors or organizational structures in each province or territory having a regional form of administration.

CONCLUSIONS

A detailed presentation of conclusions for this study is implied in the profile of regional offices of education and the listing of recommendations. Five conclusions are repeated briefly as part of this concluding statement.

1. Regionalization of the administration of public education in Canada is established in every province and territory with the exception of British Columbia.

2. Most provincial departments of education are progressively implementing proclaimed government policy to further decentralize the administration of education on a regional basis.

3. The regional office of education is the most common organizational expression of regionalization in education.

4. A clear understanding and precise definition of the role of the regional office has yet to be achieved in many provincial departments of education.

5. The absence of any clarification in the role of the regional office has created in each province suspicion and mistrust among client organizations, and a lack of commitment to its development and utilization.

The aim of this study was to examine and describe the extent of regionalization in the administration of education in Canada and to postulate a related rationale. A concern was expressed in introductory chapters about first establishing an institutional perspective towards regionalism. While other legitimate concerns do exist, and where there is limited previous research, there is a temptation to try and compensate in one study by covering an expansive field. This study has established an institutional perspective on a nation-wide scale as a starting point in a new field of research in educational administration.

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APPENDICES

APPENDIX A

LETTERS OF CONTACT

FACULTY OF EDUCATION
DEPARTMENT OF EDUCATIONAL
ADMINISTRATION

THE UNIVERSITY OF ALBERTA
EDMONTON, CANADA
T6G 2E1

September 1, 1973

Re: A study of Regional Offices of Education in Canada

My letter of June 8-11 requested your support in conducting a study of Regional Offices of Education, including the collection of some data and an opportunity to interview you or your delegate.

In order to arrange for interviews with every provincial Deputy-Minister (or Associate) and representatives of teacher and trustee organizations, I have had to plan a tentative schedule, a copy of which is enclosed.

Could you suggest a suitable time and date for an interview? If the tentative time on the schedule is not convenient, nominate an alternative, otherwise I will be prepared to stop-over on my return trip or arrange another time at a later date. After receiving from you confirmation of my appointment for an interview, I will send you an outline of the questions to be considered.

Two questionnaires have been included with this letter. The Basic Data Questionnaire asks for information about organization charts, personnel, budget, clients, objectives, legislation and services as they relate to Regional Offices. The Regional Office Questionnaire examines in some detail the following areas: establishment of Regional Offices, governance, objectives and functions, finance, staffing, physical facilities, inter-agency relations, legislative structure, and assessment. Would you be able to arrange for these questionnaires to be forwarded to the appropriate officials, and in your reply notify me of their names, positions and address?

Thank you for your co-operation and assistance in completing this study.

Yours sincerely,

Robin J.Chapman

Encl. 1. Tentative schedule of interviews
2. Covering letter to Directors of Field Services, etc.
  a. Basic Data Questionnaire
  b. Regional Office Questionnaire

FACULTY OF EDUCATION
DEPARTMENT OF EDUCATIONAL
ADMINISTRATION

THE UNIVERSITY OF ALBERTA
EDMONTON, CANADA
T6G 2E1

September 1, 1973

To: Directors/Superintendents of Field Services
Directors of Supervisory Services and Inspection
Directors of Curriculum Services
Chief Superintendents of Schools
Directors of Educational Planning

The Deputy Minister of Education has kindly given permission for me to collect data for a doctoral study of the organization and functions of Regional Offices of Education in Canada. I would like to request your assistance in obtaining some information about the extent of regional administration of education in your province. A preliminary and brief definition of the Regional Office of Education is:

> "A regional unit, smaller than the province, which exists primarily to provide consultative services and to exercise regulatory and inspectoral functions over local administrative units."

The major areas of this study as they refer to Regional Offices, cover:

1. Extent
2. Governance
3. Objectives and functions
4. Finance
5. Staffing
6. Physical facilities
7. Inter-agency relations
8. Legislative structure
9. Assessment

Would you be so kind as to provide in the Basic Data Questionnaire and Regional Office Questionnaire the data that have been requested? All responses will remain confidential, no reference will be made to individuals, and the complete report for your province will be sent to the Deputy Minister for approval before it is printed. As these questionnaires are being completed in all provinces and territories, full and complete answers will contribute to an accurate description of current developments in Canada. When the study is finalised, a copy of the entire report will be sent to you.

I appreciate the imposition that this makes on your time. Where requested data are readily available in reports etc., and can be transcribed, you may prefer to leave this task for me when I am meeting the Deputy Minister on ________________ . At this time, if it is possible, I would like to collect the two questionnaires which are both included in this package.

If you have any concerns about these questionnaires, please write to the above address or phone me collect at 432-4906 (office) or 435-4908 (home) — area code 403.

Yours sincerely,

Robin J.Chapman

Encl. 1. Basic Data Questionnaire
2. Regional Office Questionnaire

FACULTY OF EDUCATION
DEPARTMENT OF EDUCATIONAL
ADMINISTRATION

THE UNIVERSITY OF ALBERTA
EDMONTON, CANADA
T6G 2E1

September 1, 1973

Re: A study of Regional Offices of Education in Canada

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In order to arrange for interviews with every provincial Deputy-Minister and representatives of teacher and trustee organizations, I have had to plan a tentative schedule, a copy of which is enclosed.

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Thank you for your co-operation and assistance in completing this study.

Yours sincerely,

Robin J.Chapman

Encl. Tentative schedule of interviews

APPENDIX B

INTERVIEW SCHEDULES

FACULTY OF EDUCATION
DEPARTMENT OF EDUCATIONAL
ADMINISTRATION

THE UNIVERSITY OF ALBERTA
EDMONTON, CANADA
[illegible]

Interview Schedule 1

Interview with the Deputy-Minister of Education or his delegate

Some of the questions that could be the focus of discussion are listed in the schedule below. They have been provided in advance of the proposed date for an interview so that you may consider them and perhaps raise other issues that you consider to be more pertinent in view of the extent of regionalization in your province.

As a background for discussion, the Regional Office of Education may be briefly defined as:

> "A regional unit, smaller than the province, which exists primarily to provide consultative services and to exercise regulatory and inspectoral functions over local administrative units."

***

1. What has been the rationale behind the introduction of Regional Offices of Education in your province?

2. What do you see as the most important objectives for the Regional Offices?

3. What do you see as the main benefits resulting from the operation of Regional Offices:
   (a) at the Department of Education level?
   (b) at the school level?
   (c) at the classroom level?

4. What are the main problems at the Department level in establishing and operating a network of Regional Offices?

5. Does the Department have any plans for the development of Regional Offices in the future?
   Can you predict any changes in the future role of the Regional Office?

6. Other issues.

FACULTY OF EDUCATION
DEPARTMENT OF EDUCATIONAL
ADMINISTRATION

THE UNIVERSITY OF ALBERTA
EDMONTON, CANADA
[illegible]

Interview Schedule 2

Interview with representatives of teacher and trustee organizations

Some of the questions that could be the focus of discussion are listed in the schedule below. They have been provided in advance of the proposed date for an interview so that you may consider them and perhaps raise other issues that you consider to be more pertinent in view of the extent of regionalization in your province.

As a background for discussion, the Regional Office of Education may be briefly defined as:

> "A regional unit, smaller than the province, which exists primarily to provide consultative services and to exercise regulatory and inspectoral functions over local administrative units."

***

1. What do you think has been the rationale behind the introduction of Regional Offices of Education in your province?

2. What do you consider are the main objectives for Regional Offices in your province?

3. What do you feel are the main benefits resulting from the operation of Regional Offices:
   (a) for the Department of Education?
   (b) at the school level?
   (c) at the classroom level?

4. What have been the major problems faced by teachers (and trustees) in their relations with Regional Offices?

5. What changes would you recommend for the administration of Regional Offices in your province?
   Can you predict any changes in the future role of the Regional Office?

6. Other issues.

APPENDIX C

BASIC DATA QUESTIONNAIRE

BASIC DATA QUESTIONNAIRE

A STUDY OF REGIONAL OFFICES OF EDUCATION IN CANADA

(Province) ______________________ Department of Education

Questionnaire completed by: ______________________ (name)

______________________ (position)

______________________ (date)

If possible, I would like to collect this questionnaire from you on:

____

Robin J.Chapman
Department of Educational Administration
University of Alberta
Edmonton, Alberta T6G 2E1

1. Present Organization
   a. Please provide an organization chart of the Department of Education. Where previously prepared descriptive statements are also available, these may help to clarify such a chart.
   b. Where field services or inspection of schools are provided by a system of Regional Offices, indicate their organization on a separate chart. (Such a chart may refer for example to the Associate Deputy-Minister, Director of Field Services, Regional Office Coordinators-Directors, etc.)
   c. Please provide a small map indicating the location of administrative regions in the province.

2. Positions, Numbers and Salaries of Administrative and Supervisory Personnel

   (N.B. The confidentiality of items 2 and 3 is noted. Reference to the method of data treatment is contained in the covering letter.)
   a. On the sheet provided (Sheet 1), indicate the positions, numbers and salary range of head office personnel involved in the administration of Regional Offices. (For example: Associate Deputy-Minister, Director of Field Services, Administrative Assistants, Typists, etc.)
   b. Where a Regional Office system is established, a separate sheet (Sheet 2) is provided to list the positions, numbers and salary range for each region. Where possible, specify actual positions. For example: consultants in language arts, audio-visual technicians, typists, etc.
   c. If a list of Regional Office personnel and their qualifications is available, please attach a copy.

3. Budget
   a. What is the total amount budgeted for Regional Offices, Field Services or Inspection Services for 1973-74?

      $ ____________________ 1973-74
   b. Where a general statement of the budget is available, such as in an Annual Report, please attach a copy.

4. Clients

On Sheet 3 indicate for each region, the numbers of school jurisdictions served, schools, teachers and pupils. Where the approximate area of each region is known, include this figure in column 2.

5. Objectives

Where they are readily available, could you provide a copy of any statement, position paper, memoranda or extract from a report which sets out the objectives for Regional Offices in your province?

6. Legislation

What specific legislation controls the administration of Regional Offices? If possible, please attach copies of related Acts, Regulations, etc.

Legislation:

7. Availability of Programs and Services

On Sheets 4-8 check(✓) the extent to which the programs and services listed are currently available through a system of Regional Offices.

Sheet 1. **Positions, Numbers and Salaries of Administrative and Supervisory Personnel (Head Office)**

Position	Numbers of positions	Salary range	(Comments)

Sheet 2. Positions, Numbers and Salaries of Regional Office Personnel

Region	Position	Numbers of positions	Salary range	(Comments)

Sheet 3. School Jurisdictions, Schools, Teachers and Pupils Served by Regional Offices

Region	Area (Sq.miles)	Number of				(Comments)
		Jurisdic.	Schools	Teachers	Pupils	

Sheet 4. Availability of Programs and Services

Programs and Services	Availability 1. Not available & not planned for future	2. Not available but planned for future	3. Available but inadequate for present demand	4. Available and meeting present demand
A. PUPIL AND STAFF PERSONNEL SERVICES AND PROGRAMS				
1.0 OPERATING PROGRAMS BY REGIONAL OFFICES				
1.1 Guidance, Testing and Counselling				
Counselling students				
Testing students				
Vocational guidance				
Psychological service to students				
Psychiatric referral service				
1.2 Social Work				
1.3 Special Education Instruction				
Gifted children				
Partially sighted children				
Hard-of-hearing children				
1.4 Other Special Services				
Speech screening				
Speech therapy				
Hearing screening				
Educational research				
Nursing service				
Medical service				
Dental service				
Audio-visual service				
Library service				
1.5 Adult Education				
1.6 Kindergarten-Early Childhood Services				

Sheet 5.

Programs and Services	Availability 1.	2.	3.	4.
1.7 In-service Education				
Conducting workshops for professional staff				
Conducting workshops for non-certified staff				
Providing extension classes for credit				
1.8 Other (please specify):				
2.0 CONSULTANT SERVICES PROVIDED BY REGIONAL OFFICES				
2.1 Guidance, Testing and Counselling				
Counselling students				
Testing students				
Vocational guidance				
Psychological service to students				
Psychiatric referral service				
2.2 Social Work				
2.3 Special Education				
Gifted children				
Educable children				
Trainable children				
Partially sighted children				
Hard-of-hearing children				
2.4 Other Special Services				
Speech correction				
Library service				
Educational research				
Nursing service				
Medical service				
Audio-visual service				
2.5 Adult Education				
2.6 Kindergarten-Early Childhood Services				

Sheet 6.

Programs and Services	Availability			
	1.	2.	3.	4.
2.7 In-service Education				
For professional staff				
For non-certified staff				
2.8 Regular Instruction				
Elementary curriculum:				
Reading, Language Arts				
Science				
Social Studies				
Mathematics				
Second Language				
Art				
Music				
Physical Education				
Secondary curriculum:				
Language Arts				
Science				
Social Studies				
Mathematics				
Second Language				
Business Education				
Home Economics				
Trade-industrial-technical				
Industrial Arts				
Agriculture				
Art				
Music				
Physical Education				
2.9 Other (please specify):				

Sheet 7.

Programs and Services	Availability 1.	2.	3.	4.
B. GENERAL ADMINISTRATIVE SERVICES AND PROGRAMS				
1.0 OPERATING PROGRAMS BY REGIONAL OFFICES				
1.1 Maintenance of buildings and grounds				
1.2 Pupil transportation				
1.3 Secretarial service				
1.4 Legal matters				
1.5 School district reorganization				
1.6 Site selection and acquisition				
1.7 School building programs				
1.8 Public relations for local districts				
1.9 Financial budgeting-purchasing-accounting				
1.10 Orientation of school board members				
1.11 Administrative organization				
1.12 Teacher-administrator-board relations				
1.13 Other (please specify):				
2.0 CONSULTANT SERVICES PROVIDED BY REGIONAL OFFICES				
2.1 Maintenance of buildings and grounds				
2.2 Pupil transportation				
2.3 Secretarial service				
2.4 Legal matters				
2.5 School district reorganization				
2.6 Site selection and acquisition				
2.7 School building programs				
2.8 Public relations for local districts				
2.9 Financial budgeting-purchasing-accounting				

Sheet 8.

Programs and Services	Availability			
	1.	2.	3.	4.
2.10 Orientation of school board members				
2.11 Administrative organization				
2.12 Teacher-administrator-board relations				
2.13 Other (please specify):				

APPENDIX D

REGIONAL OFFICE QUESTIONNAIRE

REGIONAL OFFICE QUESTIONNAIRE

A STUDY OF REGIONAL OFFICES OF EDUCATION IN CANADA

(Province) ________________________ **Department of Education**

Questionnaire completed by: ________________________ **(name)**

________________________ **(position)**

________________________ **(date)**

If possible, I would like to collect this questionnaire from you on:

____

Robin J.Chapman
Department of Educational Administration
University of Alberta
Edmonton, Alberta T6G 2E1

A. ESTABLISHMENT OF REGIONAL OFFICES

The Deputy-Minister has already outlined the rationale for Regional Offices in your province. What planning procedures were involved in their establishment? For example: Was an analysis of needs completed? Were professional organizations and lay members of the community involved at any stage?

Please elaborate:

B. GOVERNANCE

The Regional Office of Education has been regarded as involving several concepts simultaneously. It is:

> An intermediate unit, in the sense that it is specifically established and designed to function between the state department and the local administrative unit, serving both agencies;
> A state agency, in the sense that it is an extension of the S.D.E.[State Department of Education] and that it must perform regulatory functions as an arm of the state;
> A service center, in the sense that its main orientation and purpose should be chiefly for the provision of services to local administrative units;
> A regional-based agency, in the sense that the officials in charge are encouraged to adapt programs and services to more nearly meet the specific needs of the broad-based socio-economic community they serve and to involve their various clienteles in these program adaptations.
> Nault, Aimé
> 1970 The State Education Department Regional Office. A Technical Report.

What is the relationship of the Regional Offices in your province to the Department of Education?

C. OBJECTIVES AND FUNCTIONS

1. There is a divergence of opinion on the major objectives of agencies such as the Regional Office of Education. Morphet and Jesser (1971:21) state:

> There is strong agreement, however, that the primary orientation of the regional agency should be toward service rather than toward regulation. There seems to be no reason why branch offices cannot be made to be service oriented with little or no regulatory responsibilities if there is a strong commitment on the part of the state department of education to do so.

Some of the functions that can be ascribed to Regional Offices are defined below.

Administrative Function:i.e. the Regional Office acts as a "branch office" for the Department of Education in disseminating and collecting information and in performing basic clerical tasks.
Developmental Function:i.e. the provision of programs directed primarily at the development of school personnel by means of workshops, seminars and regional conferences.
Inter-Agency Cooperation Function:i.e. shared use of resources and formulation of policies for the region in cooperation with other government and non-government agencies.
Monitoring Function:i.e. the Regional Office acts as "the eyes and ears" of the Department in keeping it informed about educational developments in various regions of the province.
Regulatory-Evaluatory Function:i.e. ensuring that school programs, teaching and school administration meet required regulations and expectations.
Service Function:i.e. specialized services which can be provided more efficiently, effectively and economically than can be accomplished by individual school districts.
Other Functions (please define briefly):

a.__________________________

b.__________________________

c.__________________________

Directions:

(i) On the following page, rank the above functions in order of importance (No.1 most important etc.) by writing the function in the space provided, and briefly state some reasons for your decision.

(ii) Indicate their importance within the total framework of Departmental policy by circling the appropriate number in Column A.

Column A Rating of Importance			
Not Important	Slight Importance	Moderate Importance	Very Important
1	2	3	4

1. ______________________________ Function
Reasons for Importance:

2. ______________________________ Function
Reasons:

1	2	3	4

3. ______________________________ Function
Reasons:

1	2	3	4

4. ______________________________ Function
Reasons:

1	2	3	4

5. ______________________ Function 1 2 3 4
Reasons:

6. ______________________ Function 1 2 3 4
Reasons:

7. ______________________ Function 1 2 3 4
Reasons:

8. ______________________ Function 1 2 3 4
Reasons:

9. ______________________ Function 1 2 3 4
Reasons:

2. Communication

   a. How do teachers, principals and superintendents request the services of Regional Office staff? (For example: are all requests for consultative service channeled through the superintendent's office?)

   b. To what extent are advisory groups used to facilitate communication between clients and the Regional Office?

3. Estimate the percentage of resources (financial and human) allocated to the various functions listed in Question C 1.

Function	Percentage
Administrative	
Developmental	
Inter-Agency Cooperation	
Monitoring	
Regulatory	
Service	
Other (specify):	

D. **FINANCE**

What provisions are made for the financing of the operations of each Regional Office?

E. **STAFFING**

1. What qualifications are required for appointment as a Regional Office consultant?

2. What are some of the allowances and benefits provided for consultants?

(i) Study leave:

(ii) Travel allowance(rate, maximum mileage):

(iii) Travel to conferences:

(iv) Accommodation(rate):

(v) Other(please specify):

3. To what extent is there cooperation and interchange between Regional Office personnel and university, other tertiary institutions and professional organizations?

4. Approximately, what percentage of the budget is allocated to Regional Office staff development?

_______%

Further comments:

F. PHYSICAL FACILITIES

1. Are the physical facilities that exist in each Regional Office adequate for the provision of programs and services?

Yes ___ No ___

Further comments:

2. Are there any parts of a Regional Office accommodated in separated locations?

Yes ___ No ___

Further comments:

G. INTER-AGENCY RELATIONS

> The logic that supports the establishment of various kinds of regional service agencies with their emphasis upon cooperation and shared services also supports the desirability of cooperation among service agencies. Sharing of electronic data processing and in the collection of statistical information about regional characteristics seem to be among the initial areas in which inter-regional and inter-agency cooperation might prove profitable. (Morphet and Jesser, 1971: 23)

To what extent have relationships been established by Regional Offices with other governmental and private agencies in the following areas? Check(✓) the appropriate column and provide some examples where applicable.

Areas	Extent			Examples
	none	limited	extensive	
Joint employment of personnel.				
Joint use of facilities.				
Joint participation in regional planning				
Cooperative purchasing				
Centralized data processing				
Joint staff development				
Other(specify):				

Further comment:

H. LEGISLATIVE STRUCTURE

1. How much flexibility is there in the legislative guidelines related to Regional Offices?

2. Are Regional Offices regarded as an integral part of the educational system?

I. ASSESSMENT

This final section focusses on the success and benefits of Regional Offices, and their problems.

1. Benefits

What benefits do you think have resulted from the operation of Regional Offices in your province?

a. Benefits to classroom teachers and pupils

b. Benefits to school administrators (e.g. principals)

c. Benefits to central office personnel (e.g. directors, superintendents, secretary-treasurers).

d. Benefits to the Department of Education

e. Benefits to other groups

2. Success in decentralization of services

How successful have the Regional Offices been in decentralizing some of the services previously provided by the central office of the Department of Education? Check(✓) the appropriate column for each service.

Services	Success				
	Highly Successful	Fairly Successful	Fairly Unsuccessful	Highly Unsuccessful	Undecided
Providing consultative services related to system-wide programs					
Providing consultative services for teachers					
Interpreting Department of Education regulations					
Evaluating school systems					
Evaluating individual schools					
Involving teachers in curriculum development					
Providing assistance in planning school buildings					
Others (please specify):					

3.Problems encountered in the operation of Regional Offices
Rate the seriousness of the following problems which affect the operation of Regional Offices in your province.

	Seriousness				
Problems: A. Associated with Regional Offices B. Associated with local school districts C. Associated with the Department of Education	1.	2.	3.	4.	5.
	No problem	Slight problem	Moderate problem	Serious problem	Very serious problem
A. Problems Associated with Regional Offices					
Obtaining qualified professional personnel					
Developing courses of study and curriculum guides					
Providing elementary curricular consultant services					
Providing secondary curricular consultant services					
Providing other special subject area services					
Conducting educational research					
Obtaining educational research findings					
Providing programs and services for exceptional children					
Obtaining financial resources					
Obtaining physical space					
Obtaining administrative assistance					
Awareness of local school district needs					
Small student populations in areas served					
Large student populations in areas served					
Distance and travel time					
Communicating with the Department of Education					
Communicating with local school districts					
Coordinating programs with the Department					
Coordinating programs with local school districts					
Obtaining public interest and support					
Developing long range planning and programs					
Providing library services					
Other (please specify):					

	Seriousness				
B. Problems Associated with Local School Districts	1.	2.	3.	4.	5.
Obtaining qualified teachers					
Providing elementary instructional materials					
Providing secondary instructional materials					
Elementary curriculum					
Secondary academic curriculum					
Secondary vocational curriculum					
Providing elementary guidance and counselling progs.					
Providing secondary guidance and counselling progs.					
Small elementary class size					
Large elementary class size					
Small secondary class size					
Large secondary class size					
Developing courses of study and curriculum guides					
Providing elementary curriculum consultant services					
Providing secondary curriculum consultant services					
Providing programs and services for exceptional children					
Providing in-service training programs for professional personnel					
In-service training programs for non-professional personnel					
Conducting educational research					
Obtaining educational research findings					
Providing audio-visual programs and services					
Providing health services and programs					
Obtaining financial resources					
Obtaining physical space					
Providing transportation programs					
Providing custodial and maintenance services					
Developing school policies					
Orienting school board members					
Obtaining administrative assistance					
Obtaining secretarial and clerical assistance					
Obtaining public interest and support					
Maintaining teacher-administrator-board relations					
Providing administrative services					
Providing business management services					
Providing adult education programs					
Developing long range planning					
Other (please specify):					

	Seriousness				
C. Problems Associated with the Department of Education	1.	2.	3.	4.	5.
Obtaining qualified professional personnel					
Developing courses of study and curriculum guides					
Providing elementary curricular consultant services					
Providing secondary curricular consultant services					
Providing other special subject consultant services					
Conducting educational research					
Obtaining financial resources					
Obtaining physical space					
Obtaining administrative assistance					
Awareness of local school district needs					
Distance and travel time					
Communication with local school districts					
Coordinating programs within the Department					
Coordinating programs with local districts					
Obtaining public interest and support					
Developing long range planning					
Other (please specify):					

APPENDIX E

SELECTED ALLOWANCES AND BENEFITS PROVIDED FOR REGIONAL OFFICE PERSONNEL BY PROVINCES

APPENDIX E

SELECTED ALLOWANCES AND BENEFITS PROVIDED FOR REGIONAL OFFICE PERSONNEL

PROVINCE	STUDY LEAVE	TRAVEL ALLOWANCES	ACCOMMODATION	OTHER
1. Ontario	-The total cost of Education Leaves with pay includes the employee's salary for the period of the leave. -Educational Leaves covered by this procedure are: •a leave of absence with pay for less than 12 months with payment for books, tuition fee, travelling and living expenses. •a leave of absence without pay or accumulation of credits for less than 12 months with payment of the fees of the course and a bursary of not less than $200.00 per month. Where the annual salary exceeds $4,000.00, an additional $30.00 per month for each $1,000.00 in excess of $4,000.00 or where the annual salary exceeds $14,499.00, the monthly sum of $530.00 and, if applicable, an additional allowance of $25.00 per month for each dependent up to a maximum of 3 dependents. •a leave of absence less than 6 weeks, where at least one half the period of the course is charged to the employee's accumulated vacation credits or overtime credits and the remainder of the course is a leave of absence with pay. Also upon successful completion of the course the employee may be paid one-half the cost of the tuition fee or $400.00, whichever is less.	MILEAGE ALLOWANCE - rates for each fiscal year are: (1) for first 5,000 miles in Southern Ontario 15¢ per mile in Northern Ontario 16¢ per mile (2) over 5,000 miles up to 15,000 miles in Southern Ontario 8¢ per mile In Northern Ontario 9¢ per mile (3) over 15,000 miles in Southern Ontario 7¢ per mile in Northern Ontario 8¢ per mile	Itemized receipts are required on hotel or motel stationery. Costs shall be reasonable for the locality visited.	

APPENDIX E (continued)

PROVINCE	STUDY LEAVE	TRAVEL ALLOWANCES	ACCOMMODATION	OTHER
2. Manitoba	Each consultant when permanent may apple for educational leave.	13.5¢ a mile for the first 3000 miles 12¢ a mile for the next 6000 miles 7¢ a mile in excess of 9000 miles When mileage reaches 12000 miles per annum, a government owned and maintained car is provided. Travel to conferences includes actual costs of travel, meals, taxis.	Actual commercial rates	
3. Saskatchewan	Summer leave with salary	13¢ a mile for the first 8000 miles 10¢ a mile for the next 4000 miles 8¢ a mile in excess of 12000 miles Travel to conferences includes regular mileage rates or air-fare.	$14.50 per day within the province; prevailing rates outside the province	
4. Nova Scotia	Each application is considered on its merits--no special requirements have to be met.	14¢ a mile for the first 8000 miles 12¢ a mile for the next 7000 miles 7¢ a mile in excess of 15000 miles Travel to conferences includes actual expenditure for travel or regular mileage.	Actual cost	

APPENDIX E (continued)

PROVINCE	STUDY LEAVE	TRAVEL ALLOWANCES	ACCOMMODATION	OTHER
5. Quebec	Personnel selected to participate in programs of professional development are nominated by a special committee. Selections are made on the basis of those most able to benefit from the particular program. Partial or complete payment of all costs incurred by the employee varies according to the program.	14¢ a mile for the first 10000 miles 9¢ a mile in excess of 10000 miles Travel to conferences at regular rates.	Lodging $15 maximum a night, plus tax and gratuities. Meals $8 maximum.	See: "Convention Collective de Travail 1972-75 entre Le Gouvernement du Québec et Le Syndicat de professionels du gouvernement du Québec."
6. Alberta	1. Summer leave subsidization 2. Up to 4 persons per year may be granted professional leave with 75 per cent of salary.	13¢ a mile for the first 7000 miles 7¢ a mile in excess of 7000 miles Travel to conferences within the province--lesser for air fare or car travel. Interprovincial travel requires approval of Deputy Minister.	$15.00 subsistence plus $2.50 per night, except in cities where $5.50 per night is provided. Meals: $1.50, 2.00, 3.50	Governments pays money costs of study program after first appointment.
7. Newfoundland	Consultants may use the school summer vacation period for study and refresher courses.	14¢ a mile	Prevailing rates in hotels, motels.	
8. Northwest Territories	Personnel are eligible after several years experience for one year's leave at half pay.	16¢ per mile or cost of air travel. Travel to conferences inclues actual costs.	$14.00 per day	

APPENDIX F

REORGANIZATION OF THE REGIONAL SERVICES OF THE MINISTRY OF EDUCATION, ONTARIO

Ministry
of
Education

Mowat Block, Queen's Park
Toronto, Ontario
M7A 1L2

1973-74
No. C

MEMORANDUM TO: DIRECTORS OF EDUCATION
SUPERINTENDENTS OF SEPARATE SCHOOLS

SUBJECT: RE-ORGANIZATION OF THE REGIONAL SERVICES
OF THE MINISTRY OF EDUCATION

Introduction

As you are aware, following the restructuring of the Central Office of the Ministry of Education in March, 1972, a review of the regional organization of the Ministry was undertaken. A task force composed of management consultants, Ministry personnel and persons named by local authorities, supported by a representative advisory committee, spent over a year examining the structure of the regional offices and the relationship between those offices and the central administration of the Ministry on one hand and local authorities on the other. The task force report has been under examination for some time. During that period we have tried to give attention not only to the specific recommendations which it contained, but also to the underlying comments and criticism which led to those recommendations. Copies of the report, "Structure for Education Administration - The Report of the Task Force on Organization, Ministry of Education, Ontario", are available upon request from your Regional Office.

The Report

The Report contained the following recommendations:

1) the continuance of the regional offices on a reduced scale;

2) a clear delineation of responsibilities between the regional offices and local school boards;

3) a restructuring of each regional office so as to ensure both a more effective linkage with the central office and more appropriate service for local authorities;

4) greater authority for regional offices so that they may carry out their responsibilities in the three major areas of curriculum services, supervisory services and school business and finance;

5) more extensive co-operation between and among school boards, particularly in the provision of consultative services;

6) a closer relationship between the regional offices and local boards on the one hand and other members of the educational community, such as faculties of education and the regional offices of the Ontario Institute for Studies in Education, on the other.

General Reaction to the Report by the Ministry

The Ministry has, after considerable deliberation and testing of reactions, come to the conclusion that, in order to achieve effective co-operation, it would not be practical, at this time, to establish fourteen co-operative education service units across the Province, as recommended. In our opinion, this would, in both appearance and reality, add unnecessarily to the levels of management bureaucracy. Nor, it has been decided, will the number of regional offices be reduced to the recommended six at this particular point in time.

We have accepted, however, the basic proposal that the scale of operation of regional offices must be reduced. Even more important, we endorse with enthusiasm the spirit of co-operation which is promoted within the report. Clearly, a more effective relationship among all members of Ontario's educational community must be fostered if better results are to be obtained. Toward this end, the following steps are to be undertaken to restructure the operation of the regional offices of the Ministry of Education.

Structure

The immediate reduction to nine office locations will be accomplished through the amalgamation of the West Central Ontario and East Central Ontario offices, effective January 1, 1974. The new regional office for Central Ontario will serve the total geographic area included within the former Regions 7 and 8. It will be located at 2025 Sheppard Avenue East, Willowdale, Ontario.

Effective September 1, 1974, all regional offices will adopt a new mode of operation.

Each regional office will function in three operational areas - Curriculum Services, Supervisory Services, and Grants and Financial Services.

The scope and nature of the consultative services to be maintained will be determined on the basis of a co-operative needs-assessment exercise to be carried out within each regional office as soon as possible. The Regional Director in each region will organize, through the Regional Education Council, a series of meetings in order to assess the needs of the region for consultative services. The Council will then develop a co-operative plan to meet those needs within the limits of available resources. The major objective of this exercise will be to ensure the fullest utilization of the talent available, the avoidance of duplication of effort, and the attainment of the best possible results in the fields of supervision, curriculum services and school business and finance. Within the Ministry, this co-operative undertaking is clearly regarded as the most important aspect of the new approach to regional needs.

As part of this co-operative needs-assessment process, spokesmen for faculties of education and regional offices of the Ontario Institute for Studies in Education operating within the region will be included in the planning exercise.

The broad involvement which characterizes this approach should ensure that we effectively meet the differentiated needs within each region for consultative services. Without prejudging any final arrangements, it is anticipated that, over a period of time, the consultative services of the Ministry will be maintained at a fairly high level in Northern Ontario but reduced significantly in Southern Ontario where local resources should be sufficient to meet most requirements.

Function

A basic underlying principle of the reorganization is to give regional offices the authority to make effective decisions at the regional level which will more closely reflect the diverse needs of local school boards and the Ministry. To facilitate such decentralized decision-making, each regional office will be responsible for provincial policy delivery in elementary and secondary school education and for dealing with matters of operations and administration relative to local school jurisdictions.

Specifically, the new Regional Offices will,

1) interpret Ministry policies, programs and guidelines to all boards;

2) establish regular, on-going contact with school boards, schools and school personnel, in order to achieve enlightened sensitivity to the needs of elementary and secondary school education in the region;

3) develop with local board personnel, expert requirements in the areas of curriculum development, school organization, system evaluation, management, and grants and finance;

4) assume final responsibility for the issuing of innovative course approvals; grant and building approvals; and the application of the Acts, Regulations and guidelines;

5) maintain an evaluation and interpretation strategy in co-operation with school boards which will determine the impact of Ministerial policy, programs and guidelines and which will keep the Central Office of the Ministry aware of policy needs;

6) maintain effective liaison with other regional government services in the social policy field;

7) act as the communication agent of the Ministry to school boards in the matter of Ministry publications;

8) co-ordinate educational research activities of the Ministry in the regions.

To move towards the realization of the objectives established for the regional offices, Ministry personnel will carry out their assignments by relating freely to the school systems in the region. They will, as required, initiate visitations and consultation with the trustees, teachers and school officials concerned.

Personnel

The Regional Director for each region will be responsible to the Assistant Deputy Minister, Education Administration Division.

Each Regional Director will be given a clear mandate to attain, within the region he serves, the degree of co-operation between the Ministry and each local authority, as well as among local authorities, that was envisaged by the task force. Further, each Regional Director will be held accountable for the successful implementation of the new regional services design.

The Regional Director will be assisted by co-ordinators, one for each of the service areas mentioned above. Each co-ordinator will have a functional relationship with the appropriate Branch Director in the Central Office but will be accountable to the Regional Director for operations within the region.

The creation of the new Regional Office structure and operating mode will clearly demand new skills and expertise in Ministry personnel. To ensure that the Ministry has the opportunity to develop and secure these skills and expertise at the outset, an intensive training program will be undertaken by Ministry personnel.

It will be appreciated that incumbent Regional Directors within the present organization model will bring to the re-organization activities a wealth of experience as they move to achieve successfully the accountability demands now being placed upon them.

Because the position of co-ordinator mentioned above is new, an intra-Ministry competition for the new co-ordinators will be held in most regions. All employees of the Ministry will have an immediate opportunity to apply for these positions. In the normal course of events, when there is an opening for the position of Regional Director, an open recruitment policy will apply. This policy will also be followed when professional recruitment is required following the initial developmental phase of the re-organization.

Subsequent memoranda will be addressed to the matter of professional development.

It is recognized that the staffing of the new regional offices will be dislocating to some employees presently working in regional offices as program consultants. It is clear also that the type of budget design described later in this memorandum and the new mode of operation will reduce the staff of the present regional offices to a considerable degree over the next few years. All such adjustments will, of course, be carried out with due regard for the individuals involved. It must be recognized, however, that it will be necessary for the Ministry to continually change its structure to meet the conditions present within the Province. In this way all who are concerned about the quality of education in Ontario can be assured that personnel serving the Ministry represent the best in creative and effective educational leadership.

Financing

The dollar amount allocated within the budget of the Ministry for regional services for 1973-74 will act as the absolute ceiling for the operation of the new regional offices over the next three to five years. There will be no increase in funds for regional services during that period. Any increases in costs resulting from inflation or other sources will be absorbed within the cost ceilings represented by the 1973-74 allocation. Such action can be taken as a clear indication that the Ministry not only intends to practise restraint in spending, but at the same time recognizes the fact that the overall scale of our operation must be curtailed to be replaced by a new co-operative approach.

Through the regional planning sessions the Ministry of Education, in company with school boards, will make the difficult but necessary decisions of scale and priorities required by this ceiling approach to the financing of regional services.

The Central Office

If, as anticipated, the regional offices are successful in establishing co-operative action and implementing the new regional services design, this will have considerable impact in reducing the amount of guidance and services required from the Central Office of the Ministry. In contemplation of such results, the stringent control of complement which has been in effect within the Central Office of the Ministry for the last two years will continue. Once the effects of regional reorganization are evaluated, however, it is anticipated that reductions can be undertaken at this level as well.

Conclusion

The Ministry of Education has a responsibility to communicate and interpret provincial policies and programs for education, for evaluating their effectiveness and for providing broad assistance to school boards. This responsibility has been described clearly in the Task Force Report as follows:

> *"There must be a clear recognition that, in organization terms and in action, the responsibility for local policy development and for the delivery of programs of education has been decentralized and delegated to local school jurisdictions - to school board trustees, to board officials, to school principals and to teachers. This decentralization does not imply abdication by the Ministry, but rather that responsibility is shared in an essential unity of purpose. The Ministry must provide strong leadership, innovative thinking, and a high degree of responsiveness to the educational environment of the Province.*

Inherent in the Reports of the Committee on Government Productivity is the requirement that government become closer to the people of the Province in order that decision-making and achievement of objectives be facilitated through interaction and feedback of ideas. It is impossible to envision the Ministry of Education being sensitive to the diverse needs of the Ontario educational system if it were to centralize all of its operations in Toronto. The fundamental issue for Regional Offices of the Ministry is not whether they should exist but rather how they should be structured in the future.

A major premise in developing the recommended structure has been to differentiate clearly between provincial policy development and school policy and program delivery. Within the educational system in Ontario, the first clearly falls within the jurisdiction of the Ministry of Education while the second, with some exceptions (e.g., provincial schools), is the responsibility of the school boards.

If the Ministry of Education is to develop sound provincial policies for education, it requires research capability, it requires evaluation of provincial needs with input from school boards; it requires a capacity to develop programs and guidelines of education which are consistent with the policies of the Ministry, and it requires a means of evaluating the Province-wide effectiveness of these policies and programs.

Within the policies, programs and guidelines established by the Ministry, the local units of administration are responsible for developing local policies which will provide quality education for their students. They are responsible for the curriculum in their schools, for the provision of special services, for the employment of the required resource skills and for the efficient operation of their system. This suggests two distinct components of organization in the educational system - the Ministry and the local units of administration.

It is essential that there be a strong unity of purpose between these two components, and that there be an effective integrating mechanism between provincial policy development and local policy development and program delivery.

Our concept of Regional Offices is based on the principle that the responsibility for provincial policy delivery and the responsibility for dealing with matters of operation and administration relative to school jurisdictions must, to the greatest extent possible, be delegated to Regional Offices of the Ministry. A Regional Office must be recognized as a responsible and responsive arm of the Ministry in the field. It must be given sufficient authority to make effective and expeditious decisions close to the point of reaction.

These offices must be responsible for clearly communicating and interpreting the policies and programs of the Ministry to the school boards in their regions. They must be responsible for interpreting curriculum guidelines, developing skills in the process of curriculum development and approving innovative programs. They must be delegated greater authority over budget approvals and capital programs. They must be responsible for continually evaluating the needs of education in their region and being sensitive to the unique requirements of each school board *in their region, and continually assessing the effect[illegible]s of Ministry policies and programs through observing th[illegible] impact at the board level."*

The review of the role and structure of the Ministry of Education has been a relatively long-term exercise which, clearly, is not yet complete. In the main, however, as a result of the observations and insight of many people who have been consulted, the exercise has led and will lead to a number of changes that are intended to improve educational administration in Ontario and to have a positive impact upon the whole educational system. This latest step, the restructuring of regional organization, is viewed within the Ministry as offering new and important opportunities for effective relationships to be established among all of those who work within the educational system of this Province and who strive for a program that offers quality education on an equal basis to all. The opportunity now lies before us to make significant progress and we look forward to your full and effective co-operation to accomplish the goals that have been set.

Over the next few weeks you will be invited, as indicated, to participate more directly in discussions at your regional office as to how these plans should move ahead.

E. E. Stewart,
Deputy Minister of Education.

November 16, 1973.

APPENDIX G

FORMATION OF THE REGIONAL BUREAUX GENERAL DIRECTORATE, QUEBEC, 1968

Création de la direction générale des Bureaux régionaux

Le ministre de l'Education, M. Jean-Guy Cardinal, vient d'annoncer la création de la direction générale des Bureaux régionaux au ministère de l'Education. Le Ministère, soucieux de procéder à une déconcentration de certaines tâches administratives d'une part et de favoriser la participation de la population à la réforme scolaire d'autre part, avait entrepris, à l'automne 1966, l'organisation de neuf bureaux régionaux correspondant aux régions économiques du Québec.

Les bureaux régionaux forment une nouvelle direction générale dont le directeur est M. Jean-Jacques Bergeron; les adjoints, MM. C.W. McCulloch et René Montpetit; et le secrétaire, M. Gérard Baril. La principale tâche de cette direction générale est de favoriser la communication entre les neuf bureaux régionaux, les directions générales, les services du ministère de l'Education et la population.

Animation, consultation et administration

Les bureaux régionaux ont diverses tâches à remplir, tâches d'information, d'animation, de conseil et de communication, ainsi que certaines tâches administratives. Ainsi, des spécialistes de la réforme scolaire participent à l'information des différents groupes intéressés par le renouveau pédagogique, en vue de créer des ateliers pédagogiques dans chaque école et de les assister dans l'application du Règlement No 1. Parmi les multiples tâches que doivent effectuer les bureaux régionaux, citons : l'organisation des examens des élèves réguliers, l'organisation des examens pour les adultes, la certification des maîtres, la supervision des cours aux adultes et de l'éducation populaire, la contribution à l'information des parents, des groupements de parents ou de parents et de maîtres.

Chaque bureau régional groupe un personnel professionnel composé de spécialistes en sciences de l'éducation, d'agents de la gestion financière et d'ingénieurs spécialisés en équipement.

Organismes de liaison

Les bureaux régionaux sont donc, en quelque sorte, la présence du ministère de l'Education dans chacune des régions économiques. Ils sont également des organismes de liaison entre la population, la clientèle étudiante, tant celle de langue française que celle de langue anglaise, les institutions d'enseignement du territoire, les organismes socio-économiques, les administrations scolaires à tous les niveaux et le ministère de l'Education.

HEBDO-EDUCATION reproduit ci-après, à titre documentaire, les principaux passages de la déclaration faite par le ministre de l'Education, M. Jean-Guy Cardinal, à l'occasion de la nomination officielle des directeurs des bureaux régionaux de son ministère, le 6 juin dernier.

« Dans une récente allocution prononcée devant l'Association des professeurs de l'université de Montréal, à Mont-Gabriel, je déclarais que si l'Etat moderne centralise la définition des objectifs et la prise de décisions fondamentales, cet Etat doit décentraliser l'administration et les décisions ordinaires.

J'ajoutais que le gouvernement moderne doit devenir un chantier de recherche et de planification qui laisse aux collectivités locales, aux entreprises publiques et privées, aux conseils scolaires et aux réseaux d'enseignement, bref aux organismes qui forment la base et qui constituent l'essence même d'une nation, le soin d'administrer et de prendre d'une façon autonome les décisions qui s'appliquent à des situations régionales et particulières dans le cadre de politiques générales et globales.

Dès l'automne 1966, la mise en application de ces principes directeurs prenait place au ministère de l'Education alors que débutait de façon officielle l'activité des bureaux régionaux, répartis dans neuf régions administratives : Rimouski, Hauterive, Chicoutimi, Québec, Trois-Rivières, Hull, Sherbrooke, Montréal et Nord-Ouest Québécois.

La démocratisation de notre système d'enseignement et la participation des grands groupes de citoyens à la vie de leurs organismes scolaires a amené le Ministère à procéder à une déconcentration de ses principaux services administratifs et techniques.

La nouvelle action du ministère de l'Education doit, en effet, être le plus possible de tous les [illegible] :

(Création de . . .)

Notons en passant que la plus grande partie de la clientèle de langue anglaise se trouvant dans la région de Montréal, les spécialistes de langue anglaise font partie du bureau régional de Montréal. Toutefois, leurs services s'étendent, selon les besoins, aux populations anglophones des territoires des autres bureaux régionaux, par l'intermédiaire des directeurs de chacun des bureaux.

Afin de faciliter une communication rapide entre les bureaux régionaux et le ministère de l'Education à Québec, un réseau de téléscripteur relie les neuf bureaux régionaux au Ministère. Ainsi, grâce à ce système de communication, le public peut obtenir rapidement des informations sur le système scolaire en communiquant par téléphone avec les bureaux régionaux, lesquels communiquent directement avec le Ministère.

Les bureaux régionaux ont été établis selon la carte administrative du ministère de l'Industrie et du Commerce et le Conseil d'Orientation, publiée en janvier 1966. A l'intérieur de ces zones économiques, le Ministère a établi un bureau régional soit dans la métropole régionale, soit dans une ville importante de la région.

(HEBDO-EDUCATION *reproduit . . .*)

les élèves et les étudiants, les écoles et les collèges, les parents et les enseignants, les administrateurs scolaires et les groupes socio-économiques.

La participation d'une très large partie de la population et de tous les intéressés à la chose scolaire, que ce soit en terme d'individus ou de groupes, nécessite une action immédiate qui doit se traduire par l'établissement au niveau régional de structures souples et articulées de façon à offrir un éventail de services administratifs et techniques.

Les bureaux régionaux n'ont pas été mis sur pied pour minimiser ou affaiblir les structures déjà existantes. Ils ne constituent pas un palier d'administration visant à remplacer les commissions scolaires locales, les commissions scolaires régionales ou les corporations des collèges d'enseignement général et professionnel.

Bien au contraire, ce réseau de bureaux a la particulière responsabilité d'assister les organismes de gestion scolaire afin qu'ils deviennent des plus en plus efficaces, de plus en plus autonomes, en jouant auprès d'eux un rôle d'information, d'animation et de conseil.

L'évolution de notre système d'éducation exige une information constante et facilement accessible. Je crois que c'est le premier rôle des bureaux de rendre disponible, à tous les usagers du système, une information précise et abondante. Le bureau régional, avec les organismes du milieu, devrait également être un centre d'analyse constante des besoins de sa clientèle.

La participation des différents groupes à la réforme scolaire, le renforcement des structures locales et régionales, la mise en place d'organismes consultatifs à ces différents niveaux nécessitent des moyens de communications modernes. Par l'animation, le bureau régional aura à faciliter l'établissement de lignes de communications entre les groupes et les organismes locaux et régionaux, entre ces derniers et le ministère de l'Education.

En plus des tâches essentielles d'information et d'animation, le bureau régional aura à jouer un rôle de conseiller extrêmement important sur les plans administratifs et techniques. Sur ces deux plans, la politique de déconcentration s'effectuera progressivement mais le plus rapidement possible.

L'établissement des bureaux régionaux a aussi pour but d'assurer, au niveau de chaque territoire régional, la collaboration et la coordination nécessaires entre les ministères, tout comme cette collaboration existe déjà à Québec.

Dans cette optique, rappelons un événement récent, avec la signature de l'entente générale de coopération sur la réalisation du plan de développement de la région du Bas Saint-Laurent, de la Gaspésie et des Iles-de-la-Madeleine, qui a donné lieu à la création de la Conférence administrative régionale. Cette structure régionale de coordination réunira les directeurs régionaux de onze ministères québécois impliqués dans l'exécution du plan.

D'autres ministères ont déjà mis sur pied une politique de régionalisation de leurs services ou sont sur le point de le faire. Comme le ministère de l'Education a commencé à mettre au point des projets de programmes conjoints dans les domaines où il est souhaitable d'établir une coordination des activités et un partage des responsabilités respectives, il est raisonnable d'espérer que cette collaboration se transposera au niveau des centres régionaux.

L'annonce, aujourd'hui, de la nomination des directeurs des bureaux régionaux du ministère de l'Education vient concrétiser dans les faits ces énoncés de principes. La nomination de ces directeurs est la première d'une série de mesures visant à fournir aux administrations locales, dans le cadre d'une politique de décentralisation, tous les outils nécessaires pour accomplir efficacement leur rôle.

La constitution de bureaux régionaux entraînera un rapprochement certain entre le Ministère et l'ensemble de la population. Il est à espérer que l'application progressive de cette politique de décentralisation permette à chacun de comprendre le rôle exact qu'il a à jouer et d'assumer intégralement les responsabilités qu'il détient dans la vie quotidienne de notre système scolaire »

APPENDIX H

BRIEF ON THE REORIENTATION OF THE REGIONAL BUREAUX, QUEBEC, 1970

MEMOIRE DU SOUS-MINISTRE

AU

MINISTRE DE L'EDUCATION, M. GUY SAINT-PIERRE

OBJET: LES BUREAUX REGIONAUX

INTRODUCTION

1. LES PRINCIPES

2. LES FONCTIONS DES BUREAUX REGIONAUX

3. LES STRUCTURES ET LES ROLES RESPECTIFS
   - Le service des Bureaux régionaux
   - Le bureau de direction des Bureaux régionaux
   - Le directeur du bureau régional

Le 5 novembre 1970

INTRODUCTION

- Depuis leur création en juillet 1966, les Bureaux régionaux du ministère de l'Education ont rempli plusieurs fonctions et ont joué des rôles diversifiés tant auprès du ministère qu'auprès des organismes d'éducation au niveau régional.

- Il y a plusieurs mois, la D.G.B.R. entreprenait un processus de revision du rôle et de redéfinition du mandat des Bureaux régionaux en vue de la clarification de leurs fonctions spécifiques dans le système d'éducation.

- Assistés de consultants et en concertation avec les directions générales, les directeurs des bureaux, les professionnels et les membres de la direction générale des Bureaux régionaux ont envisagé de nombreuses hypothèses de réorientation.

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1. LES PRINCIPES

1.1 Il faut maintenir l'existence d'organismes intermédiaires "ou déconcentrés" dans les régions administratives du Québec.

Cette décision est fondée sur le fait que certains services sont rendus plus efficacement et plus adéquatement par un organisme régional que par un organisme local ou provincial.

1.2 Ces organismes déconcentrés travaillent dans une perspective de "services" et non de gestion. La décentralisation administrative implique que les pouvoirs de décision sont répartis entre les unités administratives centrales du ministère et les organismes décentralisés de gestion, i.e., les corporations scolaires - locales et régionales - les corporations de collèges, etc.

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1.3 Les Bureaux régionaux exerceront leurs activités de services principalement dans le secteur de l'enseignement élémentaire et secondaire, auprès des commissions scolaires, auprès du personnel et des clientèles de celles-ci, ainsi qu'auprès des corps intermédiaires et groupes socio-économiques de la région particulièrement intéressés à ces niveaux d'enseignement.

2. LES FONCTIONS DES BUREAUX REGIONAUX

Le bureau des sous-ministres a identifié quatre fonctions principales que devront assumer les Bureaux régionaux.

2.1 Fonction de prolongement administratif

2.2 Fonction de développement pédagogique

2.3 Fonction de planification socio-économique régionale

2.4 Fonction de communication et d'information

2.1 Fonction de prolongement de certaines unités administratives du ministère

En raison de la nature de certaines de leurs opérations, les unités administratives centrales ont constaté qu'il est avantageux pour elles de se prolonger en quelque sorte dans chaque région du Québec par le truchement de "répondants" logés au bureau régional.

2.1.1 De façon générale, les tâches susceptibles d'être exercées par le personnel professionnel des bureaux régionaux sont définies par le responsable de l'unité administrative centrale concernée, en consultation avec l'exécutif du service des Bureaux régionaux.

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2.1.2 L'aménagement et les modalités d'exécution des "taches déconcentrées" sont à préciser conjointement par le responsable dans l'unité administrative centrale de l'opération en question, le directeur du bureau et le personnel professionnel impliqué.

2.1.3 La répartition des tâches entre le responsable de l'unité administrative centrale et le professionnel du Bureau régional s'accompagne d'une délégation (à préciser) de responsabilités et de pouvoir à ce dernier.

2.2 Fonction de développement pédagogique

De toute évidence, la fonction de développement pédagogique, tout en exigeant une coordination provinciale, s'exerce tout naturellement sur une base régionale; en effet, elle implique une présence physique constante et un type de relations "personnalisées" que des unités administratives centrales lointaines ne peuvent convenablement entretenir.

2.2.1 Les orientations générales (au plan du contenu) du développement pédagogique sont à définir par la DIGEES et ses services compétents.

2.2.2 L'aménagement de la fonction de développement pédagogique aux niveaux local et régional, la mise en oeuvre des programmes et la réalisation de projets spécifiques devront être conjointement arrêtés par la DIGEES, l'exécutif du service des Bureaux régionaux et chaque directeur de bureau régional.

2.2.3 Les 75 agents de développement pédagogique, logés et rattachés administrativement au bureau régional, relèvent au plan du contenu de leur travail, de la DIGEES. Les modalités de ce double rattachement sont aussi à préciser conjointement par la DIGEES et l'exécutif du service des Bureaux régionaux et le directeur du bureau.

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2.3 Fonction de planification régionale

La création par le gouvernement d'organismes régionaux de développement socio-économique (CAR - CRD, Missions de planification) place le ministère dans l'obligation de participer régionalement à des activités de planification.

D'autre part, le ministère doit être physiquement présent dans les organismes de planification régionale par le truchement d'agents de liaison ou de répondants, particulièrement sensibilisés aux besoins spécifiques régionaux en même temps que très au fait des orientations générales données par le ministère. Dans cette perspective, les sous-ministres considèrent que les Bureaux régionaux doivent partager avec l'instance centrale les responsabilités de planification régionale.

2.3.1 Nécessairement coordonnée au niveau central (O.P.D.Q., direction générale de la Planification, Groupe R/D Planification régionale), la participation du ministère aux activités de planification socio-économique régionale devra fréquemment être assurée par des officiers du bureau régional.

2.3.2 Sur recommandation du CIPE (Groupe R/D Planification régionale) en consultation avec l'exécutif du service des Bureaux régionaux et sous réserve de la désignation officielle du BSM, du personnel sera désigné et affecté à des opérations de planification socio-économique régionale.

2.3.3 Dans le cadre de ces activités, le personnel du bureau régional agit à titre de "répondant" ou de représentant du ministère auprès des organismes régionaux; pour le contenu du travail, ce personnel relève du coordonnateur du Groupe R/D Planification régionale, dont il fait partie.

2.4 Fonction de communication et d'information

La grande dimension de l'instance centrale et son éloignement relatif ont deux conséquences principales. D'une part, le ministère est perçu comme un organisme dépersonn-

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ralisé, lointain, anonyme, difficilement accessible. D'autre part, les instances décentralisées et le milieu ont peine à acheminer leurs points de vue, leurs besoins et leurs réactions aux mesures adoptées par le ministère, toutes choses que le ministère doit connaître afin de rajuster ses politiques et ses règlements.

En conséquence, le bureau régional doit être la personnification du ministère dans une région donnée et, par son personnel, être le véhicule de l'information dans un sens comme dans l'autre. Dans l'exercice de cette fonction, le bureau régional est appelé à oeuvrer auprès de la population en général et non plus seulement auprès des instances décentralisées de gestion du niveau élémentaire et secondaire.

2.4.1 Le directeur du bureau régional est le premier responsable de cette fonction "communication et information".

2.4.2 Le bureau régional doit fournir périodiquement (trois fois l'an) au Bureau des sous-ministres des rapports sur l'évolution de la situation de l'éducation dans le territoire du bureau. Ces rapports pourront porter sur le degré d'application de certaines politiques, les besoins du milieu, les problèmes majeurs, les initiatives et les innovations, etc.

2.4.3 Inversement, le bureau régional doit, après avoir identifié les besoins régionaux en matière d'information, maintenir au niveau le plus haut possible l'information des organismes d'éducation et de la population dans le territoire; l'évolution du ministère, de la législation, des règlements et des directives, les résultats de recherches et d'expérience, etc., sont autant d'objets possibles d'information.

2.4.4 Pour remplir adéquatement cette fonction, l'exécutif des Bureaux régionaux devra mettre en place des mécanismes de circulation "forcée" de l'information entre le SBR et les unités administratives centrales d'une part, et entre le SBR et les Bureaux régionaux, d'autre part.

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2.5 Fonctions et mandats spéciaux

En plus des quatre fonctions décrites ci-haut et qui constituent l'essentiel des responsabilités des Bureaux régionaux, d'autres tâches pourront leur être assignées par le Bureau des sous-ministres.

3. LES STRUCTURES ET LES ROLES RESPECTIFS

Pour assumer les fonctions décrites ci-haut, la structure générale actuelle est maintenue, moyennant les spécifications suivantes:

3.1 L'actuelle D.G.B.R. portera désormais le nom de:
- SERVICE DES BUREAUX REGIONAUX

3.2 Ce service sera constitué d'un nombre restreint de professionnels et d'un secrétaire travaillant sous l'autorité d'un coordonnateur.

3.3 Ce service sera essentiellement un lieu de concertation et de coordination et ne constitue pas un niveau hiérarchique intermédiaire entre les unités administratives centrales d'une part, et les Bureaux régionaux et les instances décentralisées, d'autre part.

3.4 Quant à la fonction de direction proprement dite, elle sera exercée collégialement par le coordonnateur et les neuf (9) directeurs régionaux en conseil (Exécutif du Service des Bureaux régionaux).

3.5 Chaque bureau régional est sous l'autorité d'un directeur qui assume des responsabilités administratives à l'endroit de tout le personnel rattaché à son bureau, oeuvrant dans le territoire dont il a la charge.

- Il coordonne les activités des professionnels dans les différents champs dont il a été convenu, avec les unités administratives centrales - par le truchement de l'exécutif des Bureaux régionaux - qui seraient réparties entre les unités administratives centrales et le bureau régional en question.

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- La coordination des activités du personnel de chaque bureau régional est la responsabilité du directeur du bureau.

- Le contenu des activités de ce même personnel dans chaque bureau régional est diversement défini selon qu'il s'agit de l'une ou l'autre des quatre fonctions décrites plus haut.

- La répartition et l'affectation des ressources humaines à l'une ou l'autre des "fonctions" sont effectuées conjointement par l'exécutif des bureaux régionaux et les responsables des unités administratives centrales qui désirent déconcentrer certaines opérations.

- Responsable de la fonction "communication-information", le directeur du bureau régional l'est aussi de la mise en commun des renseignements et des informations détenus par le personnel professionnel dans ses activités respectives. En d'autres termes, le directeur du bureau est responsable de tenir constamment à jour "l'image régionale globale" de l'éducation dans son territoire.

o Compte tenu des caractéristiques particulières, des besoins spécifiques, de la diversité des problèmes de chaque région et des ressources disponibles dans chaque bureau, il ne peut y avoir de modèle unique de "bureau régional".

Le directeur du bureau régional et son personnel professionnel sont donc responsables de la constitution de la "physionomie propre" de leur bureau régional; les initiatives particulières, les projets et modes spécifiques de travail, mis de l'avant par le bureau régional, devront être soumis à l'exécutif du SBR dans une perspective de concertation et de cohérence.

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Le 5 novembre 1970.

APPENDIX I

STATEMENT OF OBJECTIVES, PROGRAMS AND ACTIVITIES FOR REGIONAL BUREAUX, QUEBEC, 1971-72

7. OBJECTIVES:

- —To promote the development of education in the regions by helping the centralized and decentralized bodies of the Department of Education improve the scope, quality and efficiency of educational services;
- —To offer administrative and technical services and assistance to school administrations;
- —To work with regional socio-economic planning bodies;
- —To maintain close ties between the Department of Education and the public.

8. RELATION BETWEEN OBJECTIVES AND PROGRAMS:

In 1970, the Regional Bureaux Service undertook a study of the revision of its role in order to propose a clearer orientation of its programs. On November 4, 1970, a brief addressed to the Minister of Education on the reorientation of the regional bureaux specified the four main functions of the Regional Bureaux Service:

- Administrative extension;
- Pedagogic development;
- Information and communication;
- Regional socio-economic planning.

From November 1970 to January 1972, administrative extension monopolized a large part of the energies of the regional bureaux. This was carried out by the preparation of agreements between the Regional Bureaux Service and the various branches of the Department. The purpose of each agreement was to identify the responsibilities and the duties of the central bodies and the regional bureaux, to ensure better communication between the two and the public, and to offer technical assistance to the decentralized bodies in a more efficient manner.

The creation by the Government of regional bodies for socio-economic development compelled the Department to participate in regional planning. The regional bureaux are thus called upon to participate in regional development within the framework of regional administrative conferences, regional planning missions and interdepartmental seminars.

In order to maintain close ties between the Department of Education and the public in the regions, the regional bureaux have established information and documentation centers in accordance with the systematic development of information and communication services.

9. 1971/1972 PRIORITIES:

- —Continuation of the extension of the administrative structures of the Department of Education in the regions;
- —Systematic development of information, communication and feedback;
- —Consolidation of regional initiatives and their integration into regional planning, coordination or consultation groups.

10. PROGRAMS:

10.1 Administrative extension of a group of three branches of the Department of Education with regard to the capital expenditures of the school boards;

10.2 Administrative extension of the Elementary and Secondary Education Branch with regard to school organization at the elementary and secondary levels;

10.3 Administrative extension of the Elementary and Secondary Education Branch with regard to the Measurement and Evaluation Service;

10.4 Administrative extension of the Finance Branch with regard to the financial analysis of the budgets and the financial statements of the school boards;

10.5 Extension of the Higher Education Branch with regard to teacher probation;

10.6 Administrative extension of the Continuing Education Branch with regard to the organization of adult education at the regional level;

10.7 Extension of the Management Branch with regard to the Labor Relations Service;

10.8 Extension of the Data Processing Service with regard to the gathering of statistics;

10.9 Regional planning and coordination with regard to student services;

10.10 Participation in regional development within the framework of regional administrative conferences and of regional planning missions and by the establishment of interregional and interdepartmental seminars;

10.11 Setting up of provisional councils and aid programs for the new school boards created by Bill 27 regarding the regrouping of school boards;

10.12 Creation and development of information and documentation centers in the regional bureaux.

10.1 Administrative extension of the Elementary and Secondary education, Equipment and Finance branches with regard to the capital expenditures of school boards

The first agreement between the Equipment Branch and the Regional Bureaux Service brought about a sharing of the responsibilities pertaining to only one Branch. The advent of Bill 27, as well as a desire for administrative efficiency prompted the Service to draw up a tripartite agreement concerning the Regional Bureaux Service and the Equipment and Finance Branches.

When the multi-disciplinary teams of the regional bureaux and the directors of these bureaux met, it was decided that the agreement would be updated to include all the activities of the Elementary and Secondary Education Branch with regard to movables and immovables.

Objectives:

— In each region, to extend the services of the three branches involved in granting authorization to school boards for capital expenditures;

— To improve services to the school while permitting the central administrative units to ensure better co-ordination when faced with the many demands of the school boards;

— To begin the first step in decentralizing this operation for the benefit of the school boards.

Achievements in 1971/1972:

— Study and authorization of projects submitted by the school boards with regard to maintenance and upkeep including minor and urgent repairs, to alterations not exceeding $25,000. at the elementary and secondary level and to the purchase of furnishings and supplies at the elementary level not exceeding $25,000;

- Study of the projects submitted by the school boards and preparation of recommendations to the branches concerned with the leasing of premises; the sale of property, alterations costing more than $25,000. at the elementary and secondary levels; constructions of buildings; the purchase of furnishings and supplies exceeding $25,000. at the elementary level;
- Inventory of school equipment at the elementary level.

Projects:

- To reevaluate the program so as to permit a greater decentralization for the benefit of the school boards;
- To update the inventory of school equipment;
- To collaborate with the Elementary and Secondary Education, Equipment, and Finance Branches in the preparation of a plan of annual estimates for school equipment for all the school boards, which eventually could lead to pre-determined plans on a two, three, or five years basis.

10.2 Administrative extension of the Elementary and Secondary Education Branch with regard to school organization at the elementary and secondary levels

The budgetary regulations of the school boards stipulate that certain projects, having an influence on school organization, must be authorized by the Elementary and Secondary Education Branch to make them eligible for budget balancing grants. Since the creation of the regional bureaux in 1966, the Elementary and Secondary Education Branch has always consulted, in an informal way, the regional bureaux on these questions.

An agreement concluded in the autumn of 1970 has formalized such consultation. In 1971, the vocational training service was included in the initial agreement.

Objectives:

- To extend the School Organization Service at the elementary and secondary levels in each region;
- To permit regional adaptation of the criteria and standards set by the Elementary and Secondary Education Branch.

Achievements in 1971/1972:

- Study of the projects submitted by the school boards and forwarding of recommendations to the Elementary and Secondary Education Branch as concerns agreements between the school boards at the elementary and secondary levels, agreements between school boards of different confessionality, special transport, special courses, opening of kindergartens, the organization of vocational courses;
- Setting up of regional committees dealing with vocational training.

Project:

- To evaluate the agreement to determine what could be decentralized at the level of the school boards and what could be regrouped on the basis of programs.

10.3 Administrative extension of the Elementary and Secondary Education Branch with regard to the Measurement and Evaluation Service

The organization, coordination and supervision of examinations in the regions were extended ever since the Department has composed tests and examinations to evaluate pupils achievement.

The sharing of the responsibilities and functions between the central unit and the regional bureaux was specified in an agreement concluded two years ago. In September 1971, the regional bureaux accepted new responsibilities with regard to cumulative records and school reports. The regional bureaux of Montreal and Quebec even have optical scanners to evaluate examination results.

Objectives:

- To extend the Measurement and Evaluation Service to the elementary and secondary levels in each region;
- To promote the application of the Measurement and Evaluation Service policies regionally by assisting the school boards in the fields of information, discussion, advice and control;
- To ensure feedback by assisting the Measurement and Evaluation Service with counselling and information;
- To perform certain specific duties which can only be done regionally, within the framework of the

application of the policies and the procedures of the Measurement and Evaluation Service.

Achievements in 1971/1972:

—Organization, information, coordination and supervision as concerns examination policies;

—Implementation of two Computer Centers for evaluating examination results in the Montréal and Québec regional bureaux.

Projects:

—To help set up the cumulative record and the school report;

—To help elaborate guidelines with regard to the cumulative record and the school report.

10.4 Administrative extension of the Finance Branch with regard to the analysis of budgets and financial statements of school boards

The sharing of responsibilities with the Finance Branch was one of the first agreements concluded between an administrative unit of the Department and the Regional Bureaux Service.

Objectives:

—To extend the Financial Analysis Service in each region;

—To promote the application of the budget management policies by helping the school boards in discussion, information and counselling;

—To advise and inform the Finance Branch as concerns revision and improvement of fiscal policies;

—To demonstrate to the school boards that the budget is a management tool which makes it possible to set short and long-term objectives, and to improve the administrative and educational organization to make the best possible use of budgetary regulations.

Achievements in 1971/1972:

—Technical assistance to the school boards for the preparation of the 1971/1972 budgets and the 1969/1970 and 1970/1971 financial statements;

—Analysis of the 1971/1972 budgets by the regional bureaux which must see that they comply with the budgetary regulations, that the necessary authorizations have been obtained and that all pertinent information has been appended;

—Transmission of recommendations to the Finance Branch for forecasting regional adaptations to the budgetary regulations;

—Preliminary analysis of the 1969/1970 and 1970/1971 financial statements and of the formulas for self-standardization, to verify the consistency of the information, as well as the accuracy of the admissible and non-admissible sums for grants.

Project:

—To evaluate the program so as to ensure greater decentralization of the school boards.

10.5 Extension of the Higher Education Branch in relation to teacher probation

During the year 1969/1970, the regional bureaux collaborated in each region with the Higher Education Branch in experimentation with the probation system advocated by Regulation No. 4 of the Department of Education.

Following the positive results of this project, the agreement was renewed and each regional bureau set the probation system into operation.

Objective:

—To ensure the application of the teacher probation system:

- Setting up integration, aid and assessment mechanisms;
- Gathering information from the probationists and the respondents, as well as the bodies involved in the administration of the probation system;
- Implementing necessary or useful leadership and supervision methods for the carrying out of probation periods in the schools;
- Establishing communication and feedback mechanisms.

Achievements in 1971/1972:

—Information campaigns in the schools;

—Preparation and updating of a list of the schools where there are officers responsible for probationists as well as of a list of probationists;

—Control of the formation of probation committees;

—Visits to the schools concerned;

—Supervision of the evaluation phase;

—Evaluation of an annual report on the probation operation.

Project:

— To ensure the implementation of the probation system in each of the regions served by the regional bureaux.

10.6 Extension of the Continuing Education Branch with regard to the organization of adult education in the regions

The person in charge of continuing education in each regional bureau acts as an educational development officer in his administrative region. His work in leadership complements that of each of the other members of the school system.

Objective:

— To extend the Continuing Education Branch in each region:

- By assisting the Continuing Education Branch in the application of its policies in the schools by the rational use of the human and financial resources of continuing education and the regional bureaux;
- By establishing efficient communication between the Department and the schools so as to transmit information regularly to the Department and to inform the schools of the policies of the Department;
- By making an evaluation of all the services provided in the regions and to the administrative units.

Achievements in 1971/1972:

— Establishment of and participation in a regional commission for vocational training in each region;

— Participation in a regional committee for the distribution of courses within the framework of the regionalization of vocational options;

— Regional supervision of the material and academic organization of adult education;

— Coordination, supervision and consultation in the community as concerns programs and examinations for adults;

— Regional participation in special projects such as Sesame, the regional study committees and operation "Continuing Education".

Project:

— To ensure the participation of the regional bureaux in each vocational training commission, as representatives of the Department of Education in the region.

10.7 Extension of the Management Branch with regard to the Labor Relations Service

Since the creation of the Labor Relations Service at the time of the first provincial agreement with the teachers, the regional bureaux have been called upon to collaborate closely with its activities. A central unit elaborates policies, regulations and standards while the regional bureau extends its activities at the regional level.

Objective:

— To extend the Labor Relations Service in each region:

- By providing technical aid to school boards in the region for teacher classification and upgrading of this classification according to the criteria of Regulation No. 5 and the manual for evaluating schooling;
- By participating in the process of classifying teachers and personnel affected by agreements or collective agreements;
- By counselling the school boards on the regulations establishing salaries;
- By checking and correcting, where necessary, the number of teachers provided for in agreements or in collective agreements, by studying the special cases and by giving the Labor Relations Service the necessary recommendations;
- By helping the school boards recruit the required personnel and by referring the teachers to the appropriate placement offices, especially to the Quebec Teacher Placement Bureau.
- By urging the school boards to regularize cases of teachers who are not legally qualified;
- By working to solve locally all problems resulting from the application of an agreement or a collective agreement.

Achievements in 1971/1972:

— Information to the school boards on the interpretation and application of the agreements and to the Department on the difficulties encountered in the application of the provincial agreements;

— Technical aid to the school boards for provisional classification of teachers and the updating of their files; preliminary study of requests for reevaluation of files; supervision of provincial classification operations;

—Technical assistance to school boards for the calculation of salaries due under agreements; and the calculation of the authorized number of teachers and employees;

—Liaison between the Quebec Teacher Placement Bureau and the school boards.

Project:

—To continue the development of the duties required by this extension.

10.8 Extension of the Data Processing Service with regard to the gathering of statistics

The responsibility of collecting statistics for September was entrusted to the regional bureaux in order to reduce the number of errors in the forms and to see that the deadlines were met. These statistical summaries concern the schools' staff and students.

Objective:

- see that the Data Processing Service receives the statistical reports to be drawn up by the school boards and private institutions by the end of September of each school year.

Achievements in 1971/1972:

—Control of receipt of statistical summaries;

—Action in cases of late returns.

Project:

—To increase the efficiency of this operation by reducing errors and the time necessary for gathering statistics.

10.9 Regional planning, coordination and concerted action of student services

There has been greater participation by the regional bureaux in this program and it is done in liaison with the Education and Student Affairs Group of the Planning Branch and with the regional structures set up by those responsible for student activities.

Objectives:

—To enable the regional bureaux to play an intermediary regional role in assistance to central and local bodies;

—To increase the efficiency of the Department of Education in its relations with students by decentralizing the functions of the central administrative units;

—To establish coordination between all persons involved in student affairs.

Achievements in 1971/1972:

—Concerted action and collaboration with the regional authorities of other departments concerned with student services, in the capacity of development officers for student activities and individual and collective services to the students of the region;

—Diffusion of information, as liaison agent between the schools and the Education and Student Affairs group, on the regulations and the norms of the Department as concerns student services, as well as on school problems, recommendations, grievances and experiments;

—Participation, as planning agent, in the formulation of general policies as a member of the provincial committee;

—Regional leadership and coordination in student affairs.

Project:

—To ensure the development and extension of this program.

10.10 Participation in regional development within the framework of the regional administrative conferences and of regional planning missions, and by the establishment of interregional and interdepartmental seminars

Due to their location and their frequent contacts with the milieu, the regional bureaux are in a position to pinpoint the educational needs and the problems of the regions they serve. A certain number of regional bureaux have attempted to organize committees, grouping the persons responsible for education, representatives of the economic sectors and representatives of other departments in order to find solutions to problems.

Objectives:

—To ensure the participation of the Department in regional planning and concerted action on the part of the regional administrative units as concerns development and planning;

—To encourage the community to participate in harmonious development of the school system by encouraging the creation of regional bodies for concerted action and the coordination of education.

Achievements in 1971/1972:

— Participation of the Rimouski Regional Bureau at the Administrative Conference of the Lower St. Lawrence Region (Conférence administrative régionale du Bas St-Laurent);

— Realization of interdepartmental projects by the Rimouski Regional Bureau;

— Participation in regional development with the Montreal Area Development Committee (CDRM) in Montreal; the Regional Development Mission (MIDER) in the North-Shore region; the Education Planning Mission (MIPE) in the Eastern Townships;

— Establishment of regional seminars for interdepartmental action in Sherbrooke, Hull, Trois-Rivières and Chicoutimi;

— Establishment of regional seminars for concerted action at different levels in Sherbrooke, Hull, Trois-Rivières and Chicoutimi.

Project:

— To establish new seminars for concerted action to coordinate the development of education in each of the regions.

10.11 Setting up of provisional councils and programs of assistance for the new school boards according to Bill 27 on the regrouping of school boards

Since the implementation of Mission 27 in April 1971, each bureau has formed a regional team especially trained to act as information and liaison agent with the community.

These regional teams have since ensured the necessary follow-up from July 1971 to July 1972 by the application of Bill 27, in collaboration with the Federation of Catholic School Commissions of Quebec.

Objectives:

— To ensure the setting up of the provisional councils of the new school boards according to the date specified in Section 98 of Bill 27;

— To control the application of the provisions of Section 102 of Bill 27 according to the set time schedule.

Achievements in 1971/1972:

— Assistance to the new school boards by setting up provisional councils before September 15, 1971;

— Systematic information at the level of each school territory;

— Information and assistance to the provisional councils as concerns their mandate under Section 102 of Bill 27;

— Gathering feedback from the milieu on the problems encountered so as to permit the Department and the steering committee to reorient their action.

Project:

— To proceed with an evaluation of the operation.

10.12 Creation and development of information and documentation centers in the regional bureaux

The regional bureaux have always played an important role in the exchange of information between the Department and the community. The agreement of 1971 on the methods of collaboration of the regional bureaux with the Information Service was renewed in 1972. Another agreement is being drawn up with the regional bureaux of the Department of Communications.

Objectives:

— To establish and develop information centers to inform the milieu satisfactorily and to gather pertinent information for the Department;

— To decentralize the sources of information to ensure greater access for the public to useful information;

— To establish a feedback system to make known the reaction of the milieu as concerns the general policies and the administrative decisions of the Department.

Achievements in 1971/1972:

— Development of reception, information and documentation centers in Trois-Rivières and Montreal;

— Setting up of information and documentation centers in other regional bureaux;

— Systematic information to the school boards and the community in general on the contents and implications of Bill 27 from April to July 1971.

Project:

— To intensify the development of information in all the regional bureaux.